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**SUBMITTED**

**BY**

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**ELECTORAL SUPPORT TO THE GAMBIA (2016-2018) PROJECT**

**FINAL EVALUATION REPORT**

**JANUARY, 2019**

**Table of contents**

[List of acronyms and abbreviations iv](#_Toc533059191)

[Executive summary v](#_Toc533059192)

[1.0 Introduction 1](#_Toc533059193)

[1.1 Project background 1](#_Toc533059194)

[1.1.1 Project context 1](#_Toc533059195)

[1.1.2 Project design and implementation 1](#_Toc533059196)

[1.2 The Terminal Evaluation 2](#_Toc533059197)

[1.2.1 Evaluation objectives 2](#_Toc533059198)

[1.2.2 Evaluation scope 3](#_Toc533059199)

[1.3 Evaluation Methodology 4](#_Toc533059200)

[1.3.1 Technical approach 4](#_Toc533059201)

[Fig 2.1: Evaluation design 5](#_Toc533059202)

[1.3.2 Execution approach 5](#_Toc533059203)

[Figure 2.2: Assessment and execution approach 6](#_Toc533059204)

[2.0 Evaluation Findings 7](#_Toc533059205)

[2.1 Project relevance 7](#_Toc533059206)

[2.1.1 Project Concept and Design 7](#_Toc533059207)

[2.1.2 Project implementation and Management 7](#_Toc533059208)

[2.1.3 Derivation of project relevance 10](#_Toc533059209)

[2.1.4 Strengths and weaknesses of project relevance enhancement strategies 11](#_Toc533059210)

[2.2 Project effectiveness 12](#_Toc533059211)

[2.2.1 Output level achievements 13](#_Toc533059212)

[2.2.2 Outcome analysis 18](#_Toc533059213)

[2.2.3 Facilitators and inhibitors of performance 19](#_Toc533059214)

[2.3 Project efficiency 20](#_Toc533059215)

[2.3.1 Project’s financial management and accountability system 20](#_Toc533059216)

[2.3.2 Cost minimization strategies adopted 21](#_Toc533059217)

[2.4 Project sustainability 21](#_Toc533059218)

[2.4.1 Availability and structure of the sustainability plan 22](#_Toc533059219)

[3.0 Lessons learnt, best practices and recommendations 24](#_Toc533059220)

[3.1 Lessons learnt 24](#_Toc533059221)

[3.2 Best practices 25](#_Toc533059222)

[3.3 Conclusion 26](#_Toc533059223)

[3.4 Recommendations 26](#_Toc533059224)

[Annexes 31](#_Toc533059225)

[Annex 1: OECD/DAC Ranking table 31](#_Toc533059226)

[Annex 2: Data collection tools 32](#_Toc533059227)

[Annex 3: List of evaluation participants 36](#_Toc533059228)

# List of acronyms and abbreviations

CO Country Office

CPAP Country Programme Action Plan

CPD Country Programme Document

CSO Civil Society Organization

DaO Delivering as One

GPU Gambia Press Union

IEC Independent Electoral Commission

IPC Inter-Party Advisory Committee

M&E Monitoring and evaluation

NAM Needs Assessment Mission

NCCE National Council for Civic Education

PAGE II the Program for Accelerated Growth and Employment

PMT Project Monitoring Team

UNDP United Nations Development Program

WB Women’s’ Bureau

# Executive summary

The Gambia Electoral support project was designed in response to a request from Government for Electoral support which was later confirmed by the Needs Assessment Mission. Subsequently, the project was designed to deliver four outputs namely: i) Capacity of IEC strengthened for strategic planning, policy and operational work to promote credible elections; ii) Women’s electoral and political participation promoted; iii) Capacity of the National Council for Civic Education (NCCE), security forces & CSOs enhanced for increased civic and voter education and elections; and iv) Capacity of the media to foster deepening of democracy supported.

The outputs were intended to contribute towards the achievement of UNDAF[[1]](#footnote-1) and UNDP[[2]](#footnote-2) outcomes 1.2 and 2 respectively. The project was implemented under the Direct Implementation Modality with the IEC, GPU, CSO Coalition as the main stakeholders. Implementation started in 2016 and ended in 2018 with technical and financial support from UNDP and contributory funds from European Union.

As required by UNDP Monitoring and evaluation policy, this terminal evaluation was commissioned to: i) To assess the extent to which the project has realized its objectives and set targets; ii) To identify the factors that have affected the project’s contribution, identifying, understanding and explaining the enabling factors and bottlenecks that influenced this contribution (learning); iii) To reach conclusions concerning the project’s contribution across the scope being examined; and iv) To provide actionable recommendations for improving the project's contribution, especially for incorporation into the new UNDP programming on promoting credible, transparent and sustainable electoral processes and management.

The evaluation was undertaken using a mixed methods approach. A total of 37 stakeholders participated in the evaluation as key informants and FGD participants. The evaluation was guided by OECD/DAC evaluation criteria with specific focus on: relevance, effectiveness, efficiency, impact and sustainability.

Results indicate that the project was relevant to the development needs of Gambia in the context of its evolving democratic process. The project design followed a request from government for support which was confirmed by the NAM which was conducted in 2015. Both the design and implementation was appropriate in supporting the realization of the desired results. However, evaluation noted that the project formulation was less involving as some stakeholders such as the women bureau was brought on board after the project had started. This in a way could have compromised the enhanced relevance of the project to the beneficiary needs.

Furthermore, where implementation strategies were sound and logical, the evaluation noted that reporting was inadequate as it did not follow a standard format. To some extent this evaluation was constrained by the poor project reporting that was largely based on activities and output with little or no reflection on the outcomes.

The success of the electoral cycle is the most outstanding achievement of the project. The project ably developed the capacities of stakeholders in the electoral monitoring and management to effectively execute their mandates which contributed to the quality of the electoral processes in the Gambia. A broad based electoral management and monitoring system was established based on effective stakeholder consultations and coordination. The project provided impartial platforms for dialogue that positively impacted on the quality of the electoral processes and validity of the results.

However, activities such as legal and regulatory reforms that require extensive time for consultations could not be implemented hence negatively affecting the effectiveness of the project. Nevertheless, the project interventions and achievement shall play a facilitatory role for the implementation of envisaged legal and regulatory reforms should these interventions be embarked on. Table 1.1 summarizes project performance in the light of the set targets and baseline values.

**Table 1.1: Project performance summary**

| **Outcomes/Outputs** | **Indicators** | **Baseline** | **Target** | **Achievement** |
| --- | --- | --- | --- | --- |
| Institutional reforms implemented to ensure rule of law and guarantee the protection of the human rights of all including access to justice, gender equity, access to basic services and democratic participation in decision-making processes | Improved governance index | Mo-Ibrahim index 51.6 (2014) | 55 by 2021 | Gambia’s governance as measured by Mo-Ibrahim index has improved from 51.6% in 2014 (baseline) to 54.9% in 2018. There is hope that set target (55) is likely to be achieved by 2021 should the government commitment to adhere to the principles of good governance be maintained. |
| CPIA 3.1 (2015) | 3.2 by 2021 | However, Gambia’s CPIA index has reportedly declined from 3.1 (2015) to 3.0 (2018). Despite the noted decline, there is hope for improvement portrayed by government commitment to institutional strengthening. |
| Increase in voter turn out | 70% | 85% | Voter turnout for presidential and national assembly elections was 59.3 and 42.8% respectively. |
| Increase in the % of women serving in local councils and national assembly | 9% local councils and 12% National Assembly | 20% local council & 30% national assembly. | The participation of women in both local councils and national assembly still falls short of the target. Women candidates for the national assembly constituted only 15%. |
| Output 1: Capacity of IEC strengthened for strategic planning, policy and operational work to promote credible elections | enhanced public image of the IEC | Low (2011) | High by project YR 2 | Afrobarometor 2018 indicates that 64% of Gambians have trust in the IEC. Consulted stakeholders indicated that the IEC’s multi-stakeholder involvement has helped improve its public image and hence the increase public confidence and trust. |
| Increased capacity of IEC staff on voter register management |  |  | With project support, IEC staff were trained on data/record management. |
| Enhanced records and data management system | No centralized & effective data & record mgt system | Data/record mgt system established & functional |  |
| Improved stakeholders trust & collaboration as reflected in consensus on legal and policy frameworks | Non-existence of forum for broad stakeholder consultations | Broad based electoral forum (IEC, NCCE, IPAC, CSO) established | With the project support, regular meetings of the electoral stakeholders were held and this facilitated information sharing and effective collaboration in electoral management. |
| Regular meetings of the forum held, outcomes identified & implemented |
| High lightened civic consciousness & engagement with the electoral processes |  | No of voters that participated in civic & voter education | With project support, civic education was conducted in 120 communities and reached 20,490 voters. |
| increased confidence of the contesting parties, voters & other stakeholders of the electoral process |  | Campeigns IPAC re-established | The revival of the IPAC was according to several stakeholders consulted was among the key achievements of the project. Since its re-establishment, it has continued to hold meetings and other joint activities. However, according to IPC members, the lack of its own structures such as offices still hinder its effectiveness. |
| Regular meetings held and workplans supported |
| IEC Website updated and improved | With the project support, IEC website was revamped and updated. This became a good tool for strengthening the visibility of IEC both internally and externally. |
| Output 2: Women’s electoral and political participation promoted | Barriers identified and gender sensitive electoral legal & regulatory framework enacted by the National Assembly & Adopted by Political Parties. |  | Legal reforms & women’s empowerment initiatives promoted to improve women’s engagement in politics & elections | No legal reform was undertaken although undertaken activities have had profound impact on gender awareness. This will make positive contribution towards successful legal reform processes when they are finally undertaken. |
| Sex disaggregated data on women’s participation & representation collected, analyzed & widely disseminated | Project reports contained sex desegregated data on women’s participation in the electoral process. However, it would have been good if the voter turnout data was also disaggregated by sex. This remains key for future interventions. |
| Political parties put in place transparent selection processes ensuring women have fair chance to compete | Not available | The pool of women aspirant for elective office | At national Assembly level, female contestants constituted 15% of the total number of candidates. Despite the still small number, all active political parties have women leagues and with this framework, participation of women in the political processes is likely to improve. |
| No of women selected & trained; No of women’s wings in political parties and establishment of inter-party network of women | Not available, previous electoral data not gender disaggregated | Capacity of women holding elected public offices enhanced. | With project support, six seminars were conducted in all regions for women and youths on the importance of their participation in politics and election. The trainings are reportedly to have reached about 300 women and youths from political parties, youth groups and CSOs |
| Output 3: Capacity of the National Council for Civic Education (NCCE), security forces & CSOs enhanced for increased civic and voter education and elections. | Strategic plan for NCCE developed & adopted with a view of expanding its role beyond elections. | No strategic plan for the NCCE | Effective NCCE engagement in democratic reforms & monitoring | Through the project, capacity strengthening support in form of trainings has been delivered to NCCE. As revealed by stakeholders, NCCE is relatively well positioned to play an active role in democratic reforms although more capacity strengthening still remains critical for enhanced effectiveness. |
| NCCE staff trained on civic education & effective citizen participation | Baseline & target values not set | | With the project support, NCCE capacity was strengthened and as a result, it was able to carry out civic education in 120 communities in which and about 20,490 people were reached Specific capacity strengthening included training on;  30 election conflict monitors  195 domestic election observers  10 data entry clerks  8 members of NEEWARG in electoral conflict and response strategies. |
| Data base of trained staff maintained. |  |  |
| Regular & sustained dissemination of messages nationwide  Better informed and more alert public on governance, civic rights & duties  Enhanced collaboration among IEC, the NCCE & CSOs | Not available | CSO capacity in civic engagement, democracy & election monitoring supported  Messages are delivered nationwide & sustained education programme effectively targeted. | Dissemination of messages for civic education was well supported during the project, however, it sustainability is not certain as both CSOs and NCCE expressed concerns over its financial sustainability. Nevertheless, with the project support, the following achievements were registered.   * 4 radio and TV panels held in English and 3 local languages; * Radio slots on 10 community radio stations for 1 week. * About 10,000 voter education T-Shirts were distributed across the country * 40 banners containing relevant election messages were also printed and placed at strategic locations * A total of 20 TV spots were broadcasted during news in addition to 788 spots in 14 radio stations across the country. |
|  | Election-related conflicts managed & resolved effectively  Assessment/Analysis report on potential electoral hotspots prepared & recommendations implemented  No of security personnel trained on election & campaign laws and these applied equally to all political parties  No of IEC staff, journalists, political parties & security agencies trained on election-related conflict |  | Capacity in election risk mapping & mgt including use of conflict analysis strengthened. | Data on electoral conflicts was timely collected and analyzed to inform actions. This was enabled by the selected IEC, NCCE and CSO staff that were trained under the project. They included;   * 30 election monitors re-trained to monitor the electoral process * 195 domestic election observers trained on election observation * 8 individuals trained on early warning and early response to constitute NEEWARG * 7 police commissioners |
| Output 4: Capacity of the media to foster deepening of democracy supported | No of journalists trained on effective reporting on the election process |  |  | Journalists were also among the beneficiaries of the project supported trainings. However, the evaluator was not able to obtain the actual numbers of the Journalists that were trained under the project. |
| Guidelines on media & code of conduct in elections prepared & adopted |  |  |  |
| Adoption of media monitoring strategy & No of media monitoring reports produced |  |  |
| Public perception about the credibility & capacity of the media to engage in effective democracy & election monitoring |  |  |
| Increase in fair & balanced media coverage of elections |  |  |

The project has played a catalytic role of amplifying the development needs of Gambia in the path of democratic political dispensation. The project has demonstrated the needs in the institutional capacity strengthening arena for the achievement of democratic and inclusive governance. As capacity strengthening is an on-going initiative, the project has set a foundation upon which other capacity strengthening initiatives can be designed and implemented for the holistic achievement of the desired results.

The financial management systems were sound and ensured economical use of resources. Expenditure was well aligned with the workplans and budgets which ensured a good match between resources and results. However, delays in resource disbursements and the limited constrained activity implementation. Nevertheless, it is apparent the little available resources were efficiently utilized. A number of factors such as; effective partnerships, use of existing structures and DIM were noted to have significant efficiency gains.

Project sustainability is much possible since the project interventions were design in tandem with the institutional mandates of the targeted stakeholders. This makes it possible for mainstreaming of the project activities in the strategic and work plans of these stakeholders. However, the need for a clear exist strategy should not be looked down on. The project lacks an exit strategy that would have streamlined the sustainability aspects of the project. This notwithstanding, the institutional based approach adopted by the coupled with the capacity building focus provide significant opportunities for enhanced sustainability.

In conclusion, the success of the Gambia electoral support project is rightfully evidenced by the relatively peaceful, free and fair elections that were held. The project facilitated dialogue platforms were able to coordinate all stakeholders to play an active role in the electoral monitoring and management. Much as the project targets were more than holding quality electoral process, project achievements on other fronts such as capacity building, women empowerment still require some more time and resources to yield more tangible results. Nevertheless, the project was well conceived and aligned with both UNDP’s strategic direction and government priorities; a factor that enhances the sustainability potential of the project initiatives.

The project achievements notwithstanding evaluation noted some gaps both in the project design and implementation which could affected the comprehensiveness of the results. Gaps in the project design include; less stakeholder involvement in project formulation; inadequate indicator definition; Lack of baseline values for some indicators. At implementation level, poor reporting, delayed release of funds, ambitious planning and lack of an exit strategy. The project was also bedeviled by other factors beyond its control such as cultural beliefs on gender equality, poor infrastructure in remote and hard to reach areas.

In the light of the above evaluation findings, the following recommendations are made;

* For all key Government and Non-Government Organizations that are involved in electoral processes and management, there is need to continuously build on their capacities at the national, regional and grass-root levels
* The IEC should consider undertaking an expert-led self- reflection and lessons learnt process in order to deal with the new and emerging political dispensation in effective and efficient electoral process management.
* The government with the help from the Development Partners both technically and financially should in addition to its current MoU signed support the institutionalization of the Inter-Party Coalition(IPC)
* The GoG through the NCCE and other stakeholders with the support of Development Partners should develop a comprehensive Civic and Voter Education Policy and strategic framework
* In future, UNDP should adopt participatory approach in designing a project so that implementing partners are well prepared to take on activities where they feel comfortable to efficiently and effectively contribute to outputs/outcomes.
* There is need to boost the Journalists comprehension of civic education which is relatively low.
* Project report at both activity, output and outcome levels should be developed and strengthened. This can be achieved through provision of standardized reporting templates coupled with M&E capacity strengthening.

# 1.0 Introduction

This report presents the findings of the terminal evaluation of the Electoral support project to the Gambia covering the period between 2016 and 2018. The evaluation was undertaken by Cliff Bernard Nuwakora (Independent & International Consultant) between November and December, 2018. Structured along OECD/DAC evaluation criteria, the report articulates the relevance, effectiveness, efficiency impact and sustainability of the project which forms the basis of lesson learning and recommendations that are presented in the last section of the report.

# 1.1 Project background

## **1.1.1 Project context**

The Electoral Support project intervention was an outcome of the request for support by the Independent Electoral Commission (IEC) to the electoral cycle covering the period between 2016 to 2018. Following the request, the UNDP Country Office (CO) conducted a Needs Assessment Mission (NAM) in July 2015 and its recommendation confirmed the rationale for the support specifically focusing on; i) Civic and voter education, ii) training of voter registration personnel, iii) strengthening of the Inter Party Advisory Committee as a forum for dialogue and conflict management, iv) building capacity of women potential candidates for elective office as well as vi) capacity development for the media on election coverage and CSO observation of elections.

The project has employed a strategy as per NAM recommendations of developing the capacities of the key stakeholders in the conduct of the elections consequently contributing to the strengthening and building of a sustainable election management process in Gambia.

## **1.1.2 Project design and implementation**

The Project provided logistical/operational support and built capacities beyond the IEC for an inclusive and process-oriented approach, which ensured that other relevant institutions of governance such as the National Council for Civic Education (NCCE), Gambia Press Union (GPU), Women’s Bureau (WB) and CSO-Coalition on Elections effectively played their roles before, during and after elections. The NCCE undertook measures of sensitizing the Gambian electorate on the non-technical aspects of voter education and generally raise civic awareness and responsibilities. Capacities of the Media houses and CSO-Coalition on Elections were strengthened for professional coverage of elections devoid of sensationalism and for conducting election observation through training, data collection and analyses during elections. Women’s electoral and political participation was promoted through skills and capacity development for women candidates and raising public awareness on gender equality and women’s empowerment.

A key intervention of support was to undertake a review of the mandate of Inter-Party Advisory Committee (IPAC) including the holding of its meetings and dissemination of its reports. This was envisaged to reduce tensions between the IEC and the opposition parties thus increasing the confidence of all stakeholders in the electoral process.

The project was implemented within the framework of the Gambia Government-UNDP Country Programme Action Plan (CPAP 2012-2016) and its successor Country Programme Document (CPD 2017-2021) using the Direct Implementation modality at a total estimated cost of $350,000, with an additional $232,000 from the EU for support to the National Assembly Elections of March 2017. The project was therefore designed in tandem with the UNDAF outcome 1.2 “Institutional reforms implemented to ensure rule of law and guarantee the protection of human rights for all including access to justice, gender equality, access to basic services and democratic participation in democratic decision-making processes” and the UNDP CPD 2016/21 Outcome 2 on citizens expectation for voice, development, rule of law and accountability are met by stronger systems of democratic governance.

At outcome level, the project was targeted to support the realization of; i) improved governance index from 51.6% (Mo Ibrahim index 2014) and 3.1 (CPIA, 2015) to 55% and 3.2 as measured by Mo Ibrahim index and CPIA respectively; ii) Increase in Voter tournout; and iii) increase in the % of women serving in local councils and national assembly. In effect, the project delivered four outputs namely;

* Capacity of IEC strengthened for strategic planning, policy and operational work to promote credible elections.
* Women’s electoral and political participation promoted
* Capacity of the National Council for Civic Education (NCCE), security forces & CSOs enhanced for increased civic and voter education and elections
* Capacity of the media to foster deepening of democracy supported.

The extent to which the project aspirations at outcome and output levels have been achieved coupled with the analysis of facilitators and inhibitors which form the basis of lesson learning, conclusions and recommendation formed the focus of the evaluation as seen hereunder.

# 1.2 The Terminal Evaluation

The purpose of this terminal evaluation of the Election project is twofold:

1. To support greater accountability of UNDP to stakeholders to holdthe PMT and other parties accountable for fulfilling the aims and objectives of the intervention.
2. To support learning by providing clear recommendations for strengthening project management and results at the country level, specifically informing the decision-making for the next UNDP project / programme cycle.

The UNDP and the Government of Gambia stakeholders should be able to learn from the process of documenting good practices and lessons learned which can then be shared within and for the benefit of other countries.

## **1.2.1 Evaluation objectives**

1. To assess the extent to which the project has realized its objectives and set targets;
2. To identify the factors that have affected the project’s contribution, identifying, understanding and explaining the enabling factors and bottlenecks that influenced this contribution (learning).
3. To reach conclusions concerning the project’s contribution across the scope being examined.
4. To provide actionable recommendations for improving the project's contribution, especially for incorporation into the new UNDP programming on promoting credible, transparent and sustainable electoral processes and management.

In order to achieve the purpose/objectives of this evaluation, the evaluation was conducted in relation to the OECD/DAC evaluation criteria addressing the following questions in the evaluation scope hereunder;

## **1.2.2 Evaluation scope**

***Relevance***

* To what extent are the objectives of project consistent with country needs as set out in the National Development Plan, 2018-2021?
* To what extent was the project informed by substantive human rights and gender analyses that identified underlying causes and barriers to Human Rights and Gender Equality?

***Effectiveness***

* To what extent has the project contributed to, or is likely to contribute to the outcomes defined in the UNDP CPD 2017-2021?
* To what degree were the results equitably distributed among the targeted groups?
* To what extent was human rights based approach and a gender mainstreaming strategy incorporated in the design and implementation of the project?
* Did the intervention contribute to empowerment of rights holders, especially women and young people?
* What were the unintended results of the project intervention and how did they affect national development in a positive or negative way?
* To what extent were the unintended results foreseen and managed?

***Efficiency***

* To what extent were project outputs achieved with the appropriate amount of resources and maintenance of minimum transaction cost (funds, expertise, time, administrative costs, etc.)
* To what extent were the resources allocations considered or prioritized to most benefit the marginalized groups including women and youth?

***Sustainability***

* To whatextent have the benefits from the development intervention continued, or are likely to continue, after it has been completed?
* Has there been the transition from developing *individual* capacity in the short-term to creating *institutional* capacity in the long-term?
* Have there been created technical expertise, financial independence and mechanisms through which rights-holders may participate in and assert the fulfillment of their rights?

***Impact***

* What changes in the well-being of individuals, households and communities can you attribute to the project interventions?
* What evidence is there to show the changes that have occurred and can be attributed the project management?
* What best practices from impact can be used to help improve the design of the next UNDP programming /project cycle?

***Responsiveness***

* How adequately did the project during planning and implementation respond to changes in national priorities and to additional requests from national counterparts, as well as to shifts caused by major external factors and evolving country context (e.g. natural disaster, elections)?

# 1.3 Evaluation Methodology

## **1.3.1 Technical approach**

The evaluation adopted a mixed methods approach (qualitative and quantitative) with a purpose of enhancing the validity of the findings. Qualitative data was captured through key informant interviews, group discussions involving key stakeholders at national and regional levels. Quantitative data on the other hand was primarily extracted from secondary data.

Triangulation of various logic models such as Theory of Change and Results Matrix guided the overall analytical framework. This helped in drawing systematic associations linking project inputs, processes/activities, outputs and outcomes. This meaningfully supported the application of the OECD/DAC evaluation criteria with specific focus on; project relevance, effectiveness, efficiency, impact and sustainability.

The evaluation also integrated key internationally recognised programming principles such as gender and human rights mainstreaming as well as focus on results. As such, project performance was analysed in the light of gender, Human Rights Based Management (HRBM) as well as Results Based Management (RBM) as summarised in Figure 2.1 below

# Fig 2.1: Evaluation design

Considerations for scale up and/or replication

Project Relevance

## **1.3.2 Execution approach**

Looking forward

Process & outcome evaluation

In the light of OECD/DAC evaluation criteria

The overall execution of the assignment was based on “Assessment to Action” approach with clear but overlapping activities at each of the phases as illustrated in figure 2.2 below.

# Figure 2.2: Assessment and execution approach



Source: [http ://assessment-action.net/](http://assessment-action.net/)

Central in the planning phase was the preparation of the Inception report which was jointly reviewed and finalized with the input from UNDP and other stakeholders. This phase was important for ensuring that both the consultant and the client had a shared understanding of the assignment.

In addition to literature review, Field visits were undertaken to collect primary data mainly through key informant and in depth interviews (face-to-face interviews, telephone and online methods), as well Focus Group Discussions.

A total of 37 key informant interviews (Annex 3) and 2 FGDs were conducted both at national and regional levels. Key stakeholders that participated in the evaluation included; UNDP, IPC, IEC, and selected CSOs[[3]](#footnote-3).

The collected primary and secondary data was analyzed in the light of OECD/DAC evaluation criteria with further guidance provided by the evaluation questions stated earlier. This was important in ascertaining the degree of project relevance, effectiveness, efficiency, impact and sustainability which also informed the drawing of lessons and recommendations as seen in the presentation of the evaluation findings in the next section.

Information sharing on both the evaluation processes and results was done at all stages of the exercise right from inception. Specifically, an inception report, preliminary findings as well as draft and final evaluation reports have been/are to be presented. This is important for ensuring inclusiveness of the evaluation process which in turn facilitates ownership of results as well as smooth adoption and implementation recommendations.

# 2.0 Evaluation Findings

The presentation of the findings follows the OECD/DAC evaluation criteria focusing on the relevance, effectiveness, efficiency, impact and sustainability. However, given the short time of project, articulation of the evaluative evidence to reflect impact may be less possible but the analysis makes efforts to project the impact based on the intervention logic and results chain as seen here below.

# 2.1 Project relevance

The extent to which the project design and its implementation has been consistent with the national development priorities coupled with the integration of the best programming principles of gender and human rights based approaches were the major yardsticks to measure project relevance. Therefore, the centre of the analysis was both project concept and design as well as project implementation and management as seen hereunder;

## **2.1.1 Project Concept and Design**

The concept is derived from the fact that inclusive participation in the electoral process is key to advancement of good governance consequently contributing to national development. The project concept was also derived from the past experience of UNDP support that proved enhanced capacity of Independent electoral commission, CSOs and the media in civic education were key to election process that were free and fair and met the international standards.

The design took into consideration key important elements that contribute to effective and efficient electoral process. The design considered a partnership of Government institutions(Independent Electoral Commission), Civil Society (CSOs), and Observers(national and international) to strengthen voter and civic education targeting specifically youth and women. Thus it was envisaged and rightly so that IPAC,NCCE and CSOs coalition was a quite important delivery mechanism capable of free and fair elections that worked towards enhanced inclusion and participation of the majority of the population particularly women and youth.

However, the end term evaluation learnt from key informant interviews and documents reviewed that concept generation and its design were not participatory. One of the key Informants noted that implementing partners were just brought on board where activities were already identified and there was no consultation which in way impeded the smooth implementation of the activities as the partners did not make choices of what and how best to execute activities imposed on them often given the limited project life and constraint of ignorance of UNDP processes and procedures[[4]](#footnote-4). This approach to project concept and design brought about delays and even failure to put measures in place aligned to partner capacities for effective and efficient delivery on the target activities and ultimately the outputs.

## **2.1.2 Project implementation and Management**

a) Implementation strategies

The success of any project intervention highly depends on the how robust the implementation strategies are crafted to deliver on the project outputs in an effective and efficient manner. This end term evaluation reviewed the project document and ascertained that the key strategy was building capacities to enable key institutions play their roles on delivery of the project results. Specifically, the project documents states that the strategy will be as follows:

* *Develop capacity of the key stakeholders in the conduct of elections anticipated to strengthen and build a sustainable election management process in the Gambia*

Indeed the stakeholders IPC, GPU, NCCE, WANEP reported having benefited so much in terms of capacity inform of skills, knowledge and equipment that enabled them deliver on their mandates. Specifically The Gambia Press Union reported the capacity built enabled them have a pool of skilled journalists with requisite expertise on election reporting that was balanced and sensitive to fragile environment character of election cycles[[5]](#footnote-5)

* *Support IEC institutionalize a forum for regular consultation and sharing of information with political parties to reduce tensions, manage emerging conflicts, enhance mutual trust and foster greater public accountability and transparency through close collaboration with IPC*

The project support to Independent Election Commission was able to establish the Interparty coalition which among others has played a big role in managing tensions and was indeed instrumental in the formation of the Coalition that delivered a big blow to Yaya Jammeh dictator ship as well as reduced tensions in subsequent elections cycles of the Parliament and local government[[6]](#footnote-6).

* *Under the guidance of the Project steering committee build capacities of other stakeholders for an inclusive and process oriented approach to ensure that other relevant institutions of governance such as NCCE, GPU, and CSO coalition can play their roles before, during and after elections.*

Evidence adduced during document review and Key Informant Interviews point to the fact that the support NCCE, GPU and CSO coalition played a big role in enhancing an inclusive and process oriented approach. The voter education role played by the NCCE in the election was able to open up civic consciousness among the population that laying a conducive environment for election monitoring and balanced and fair press reporting. Thus the evaluation is of the view that indeed this strategic approach was critical in bringing on board both state and non-state actors to act in concert to deliver on the elections that were free and fair as well as meeting the international standards.

* *The project was supposed to reflect international standards offered by the convention on the elimination of discrimination against women(CEDAW), and the African Charter on children and women’s rights(ACCWR) and work closely with women’s rights organizations. In relation to this the project sought to work with existing UNDP activities on increasing women participation in decision making activities while seeking full women involvement of the Women’s Bureau the IPAC and the relevant Civil society organizations.*

The evaluation noted that a lot has been done using this strategic approach to positively deliver to the requirements and standards of the above conventions. There is evidence that **Gender Management Information system** and Gender development Index innovations have been put in place to respond to the requirement of meeting the international standards as stipulated in the international conventions. There are also efforts by CSO Coalition and IPC ideas, Women’s Bureau to include the quota system to enable increased women participation in decision making processes in the new constitution. This move indicates that the strategy is yielding fruits[[7]](#footnote-7).

b) Partnerships and synergies

***Partnerships-***According to the project document, the evaluation learnt that UNDP undertook to support and collaborate with IEC in mobilization of the resources working with key traditional donors like European Commission, British and American Embassy and new emerging donors like Turkey and Qatar. Also room was open for other interested donors to contribute to the project financing. Evidence adduced during document review and Key Informant interviews show that the partnerships came live in support by providing the necessary operational framework and financial resources to deliver on the project outputs.

***Synergies-***Quite a number of synergies were noted with inter- institutional cooperation and coordination standing out to deliver on the election free and fair elections. For example the Gambia press union reported having built capacity using forming synergies among the community and commercial radio stations as well as journalist and non- journalists which enhanced electoral and civic education and election reporting before, during and after elections[[8]](#footnote-8). GPU worked with network of community radios to identify participants political reporters or individuals directly related to those activities on the radio stations that yielded the right personnel to enhance electoral reporting and voter education[[9]](#footnote-9). GPU is also reported to be part and parcel of the transitional justice system set up by government which in a way enabled massive sensitization on matters of reconciliation and pace building in the Gambia-post Yaya Jammeh era.

Similarly, the CSO coalition hailed the cooperation with police and IEC and NCCE in hot spot mapping as a strategic initiative to respond to early warning and action during election time. Police was hailed by the CSO Coalition as very much involved in the effective running of the Election Situation Room as their personnel were part and parcel of the activities[[10]](#footnote-10).

**c) Gender mainstreaming**

The project undertook to promote women participation in decision making process and indeed Project Output:2 is promotion of women electoral and political[[11]](#footnote-11). The evaluation noted there were number of initiatives that proved as evidence to demonstrate that quite a number activities have been initiated and implemented aimed at gender mainstreaming by the project interventions. For example, WANEP -The Gambia CSO Coalition was at the forefront of including women as monitors. They went ahead to introduce the gender management information system with indicators to track Africa Agenda 2063, Sustainable development Goals. A Gender Development Index is also been put in place to assist tracking development indicators in real time[[12]](#footnote-12). Furthermore, the sensitization about gender inclusion had come to participate in voting and taken up electoral positions in political parties, a development showing gender mainstreaming in the decision making processes[[13]](#footnote-13).

d) Human Rights Mainstreaming

As far evidence so far adduced in the project documents and KII interviews, Human rights mainstreaming seemed to have been given due attention. The activities the project undertook such as training security personnel on electoral and campaign laws that applied equally to all political parties, IEC staff journalist trained and security agencies trained on laws of election related conflict. However, it was noted in mayoral elections there was limited access to voters with physical disabilities due to inadequate facilities with raised steps and platforms rendering the access to PWDs a challenge.

## **2.1.3 Derivation of project relevance**

1. **Project consistence with national/beneficiary needs and priorities**

There are apparent pressing needs and priorities in the Gambia that the project can be said to be consistent with. The evaluation generated the following evidence of needs and priorities. They include these among others: previous voter and civic education have not impacted on increased youth and women participation. Secondly, there has been persistent under representation of youth and women at both constituent and executive committee levels of most political parties. This is because the Gambia is a patriarchal society characterized by gender inequality that remains pervasive[[14]](#footnote-14). Yet according to population census of 2013, around 50.5% of the entire population is female. This has prompted the Government to focus attention on women’s empowerment through a gender policy framework by enacting the 2010 Women’s Act, which was amended in December 2015 to include the ban and criminalization of Female Genital Mutilation (FGM).Institutional arrangements for the implementation of the National gender Policy include the Ministry of Women’s Affairs (MOWA), the Women’s Bureau (WB), and the National Women’s Council (NWC), Various women’s empowerment initiatives have been explored to impact on gender stereotypes as a key driver of discrimination against women and girls, which is the leading cause of poverty and social vulnerability.[[15]](#footnote-15)

Third, the 2015 NAM report reiterated the need to strengthen the electoral process to make it more broad based and inclusive. Fourth, there is urgent need for continuous dialogue and interchange of ideas between the IEC on one hand and government and opposition political parties on the other to reduce tensions especially during time of elections and fifth, the emerging voter apathy as leading to low vote turn out especially 30% in local government elections[[16]](#footnote-16). Sixth, there are notable persistent human rights violations that continue to raise concern and Government of the Gambia sliding over to ever low levels[[17]](#footnote-17) .

Despite the increased voter education during the 2013 Local Government elections register a low turn-out at 30% indicating voter apathy. This could only be revamped by the project interventions that have been put in place. The Project is also relevant with national priorities-NDP is new 2018-2021 and Vision 2020[[18]](#footnote-18)

All in all, the evaluation is of the view that given the timing and institutional arrangements and processes for the execution of the project interventions, there is no doubt that it is properly aligned to national priories of promoting good governance through free and fair elections meeting international standards as well as promoting the women participation in the decision making processes.

1. **Appropriateness of the implementation strategies**

The evaluation noted that implementation strategies targeted addressed the critical gaps to address challenges that impeded the delivery of free and fair elections meeting the international standards. Development of the capacity of key holders IEC, NCCE and CSO coalition and Interparty Coalition according to Key informant interviews generated adequate capacity and had trickledown effect on the delivery of the project outputs. For example situations of engagement of NCCE to undertake voter educating preceded the mobilization of monitors enhanced the ability of CSO Coalition and IEC have successful monitoring activities leading to free and fair election. In addition to soft-ware the equipment and networks provided during capacity building further enhanced interventions by the stakeholders that will even be useful beyond the project period.

Furthermore, the evaluation that establish implementation strategies were open to innovative ways to enhance delivery on the outputs during interventions. For example, during a Key Informant Interview , News organizations reported having worked with interparty coalition and other actors to enhance voter education, directly worked with parties towards diffusing political tensions. It was also reported that the built capacity of journalist did not only put emphasis on reporting but also went further to widen the participants scope by including civic education issues which the journalists were not conversant with before the project intervention[[19]](#footnote-19).

1. **Consistence with overall UNDP country level outcome targets**

As observed in the documents reviewed and Key informants observed, the project is highly consistent with the UNDP country level outcome targets namely UNDF and CPD . The outcomes include UNDAF outcome 1.2-institutional reform implemented to ensure rule of law and guarantee the protection of human rights of all including access to justice, gender equality, access to basic services and democratic participation to decision making processes and UNDP strategic outcome 2-on citizen expectation for voice, development, the rule of law and accountability are met by stronger systems of democratic governance[[20]](#footnote-20).

## **2.1.4 Strengths and weaknesses of project relevance enhancement strategies**

The evaluation established through both document review and stakeholder consultations that the project undertook deliberate initiatives to enhance its relevance/alignment with national development priorities as well as beneficiary needs. However, a critical analysis of the above relevance enhancement strategies reveals both strengths and weaknesses as discussed hereunder;

1. **Strengths**

* UNDP signed memoranda of association with NCCE,GPU,CSO coalition on elections, and women groups outlining roles and responsibilities with regard to voter and civic education monitoring, and observation and media coverage[[21]](#footnote-21). This approach is likely to enhance innovations aimed at strengthening capacity development.
* Capacity built for journalist on electoral issues to enable them continuously remind the population of their civic duties and obligations.
* Policy frameworks that go hand in hand with the new constitution

1. **Weaknesses**

* Adoption of key project milestones as per design such as *media election monitoring strategy and Gender sensitive electoral legal and regulatory framework by the National Assembly and adopted by the Political Parties and Strategic Plan for NCCE* were not accomplished and enacted respectively due to short lifespan of the project
* The strategy by GPU was an impediment on how to get a better idea of which radio station is violating the Election act the independent electoral commission follow up on issues of hate speech.
* There was an inadequate counterpart funding from the government to NCCE. For example, Civic education continues to remain at low level in the country because its only NCCE which is mandated yet it is also constrained by lack of resources and worse still it is more of a seasonal affair yet it should be continuous in order to have a real impact
* The project design didn’t provide for a clear Monitoring and Evaluation/Reporting schedule apart from the Results and Resources Framework, no wonder the evaluation noted inadequacies and weaknesses in reporting on project implantation. For instance, the accessed reports that were produced during elections were more of activity oriented bulleted reports and not detailed in narrative formats. Further still there were no narrative quarterly or annual reports
* The project output indicators were mostly not conforming to SMART criteria and were difficult to measure at the end of project for instance *Output indicator 1.1 states “enhanced public image of the IEC”* to mention but a few.
* The project exit strategy was not provided for at the design stage as its normally required under UNDP guidelines which in a way affects the sustainability of the project initiatives in a planned and systematic manner.

# 2.2 Project effectiveness

The degree to which the project’s outcome and output targets have been achieved coupled with the analysis of facilitators and inhibitors formed the central focus of the effectiveness analysis as required in the ToR. Furthermore, the results particularly at output level were analyzed in the light of gender and human right based approaches to ascertain the extent to which the project design and implementation integrated these important programming principles.

## **2.2.1 Output level achievements**

The project set out to deliver four major outputs namely; i) Capacity of IEC strengthened for strategic planning, policy and operational work to promote credible elections; ii) Women’s electoral and political participation promoted; iii) Capacity of the National Council for Civic Education (NCCE), security forces & CSOs enhanced for increased civic and voter education and elections; and iv) Capacity of the media to foster deepening of democracy supported.

Project performance at output level was ranked as successful by all the stakeholders consulted during interviews. There was indeed general consensus among these stakeholders that the project well delivered on its set outputs and has thus generated potential for outcome achievement although some outcome levels indicators have not shown changes in their baseline values as one stakeholder explained during interview

*“……this project has significantly helped us as IPC and even the Gambians at large in a number of ways but significantly, through creation of a platform for political dialogue among several stakeholders. I believe that is the frame established by this project remains active, Gambia’s democratic dispensation will continue to improve….”*

The positive expressions of the stakeholders on the contribution of the project notwithstanding, the evaluation through both stakeholder interviews and review of documents noted some gaps both at the design and implementation level which present an opportunity for learning as presented under each of the outputs hereunder;

**Output 1: Capacity of IEC strengthened for strategic planning, policy and operational work to promote credible elections**

The need to strengthen the capacity of the IEC to effectively manage the electoral processes in the Gambia was recommended by the NAM. Although the IEC had vast experience in organizing and managing elections that were internationally considered free and fair, a number of capacity gaps were still apparent prior to the project hence requiring support. They included inter alia; limited financial resources for organizing and managing the 2016 presidential and national assembly elections, limited staff skills in electoral management, growing tension between the IEC, government and political parties. As a result, a very high voter apathy and low public image of the IEC were identified to potentially compromise the quality of the electoral processes and the resultant election results.

Thus, the UNDP support was targeted at both technical and operational capacity of the IEC for enhanced stakeholder coordination and effective electoral management processes. This was intended to; i) enhance public image of the IEC; ii) increase capacity of IEC staff on voter register management, enhance records and data management system; iii) improve stakeholders trust and collaboration; iv) heighten civic consciousness and engagement with the electoral process.

Technically, trainings for the IEC staff were conducted at various levels to ensure better skills in election management. A total of 149 ToTs who included Assistant Returning Officers, Political Party agents and police commissioners were trained in order to cascade trainings further down to their respective units. Through this arrangement, a total of 5700 polling officials were trained in addition to other officials that oversaw the electoral processes in different capacities[[22]](#footnote-22).

The trainings offered to the electoral staff was equipped them with vital skills in election management which according to several stakeholders consulted during this evaluation contributed to the successful elections that were held as one stakeholder narrated during interview;

*“…….we are very appreciative of UNDP for the training support that was provided. The trainings were very relevant and adequately addressed the steps and procedures in the entire voting process…..much as we cannot say that the election period was without issues, but with the trainings, I don’t think the situation would have been the way it turned out to….”* A staff of IEC during interview.

UNDP made spectacular contribution in the above achievements not only through provision of financial resources but also the technical expertise in the organization and delivery of the trainings as one IEC staff explained during interview

*“…..UNDP was not only a funder but also a close partner. …….it did not facilitate us to walk but also walked with us… Its staff we often physically presented in the trainings ready and willing to provide any required assistance….”* IEC staff during interview.

The interventions under this output were intended to contribute to: i) Enhanced public image of the IEC; ii) Increased capacity of IEC staff on voter register management, iii) enhanced records and data management system; iv) improved stakeholder trust and collaboration; v) high lightened civic consciousness and engagement with the electoral processes.

The Afrobarometer report 2018 indicates that 64%[[23]](#footnote-23) of the Gambian population expressed a lot/somewhat trust in the national electoral commission while 17% little trust and 14% no trust at all. Much as the baseline value was not quantitatively defined to provide a benchmark progress tracking, qualitative expressions from key stakeholders consulted during this evaluation indicate some good progress. Both IPC and CSOs members that participated in the evaluation revealed that the image of the IEC is indeed improving mainly as a result of effective stakeholder and public engagements it has undertaken particularly during the project period.

Reading the reports and stakeholder interviews, it is apparent that the project enhanced the capacity of IEC to engage more with its stakeholders as well as the public which undoubtedly has contributed to improvement in its public image. The contribution of UNDP in the above achievements is evident as a result of its support to IEC to undertaken the engagements.

The Technical Working Group (TWG) that was established to spearhead and guide project implementation provided an opportunity for the various stakeholders in the electoral process to come together for coordinated execution of their mandates. Reading from the minutes of the TWG, it is apparent that this platform that was created by the UNDP supported Electoral Support project indeed enhanced stakeholder trust and collaboration that did not only help to smoothen the operations of each of the stakeholders but also increased their collaboration. Through both document review and stakeholder interviews, the evaluation noted a strong and effective stakeholder partnership whose sustainability potential beyond the project period is highly likely.

The evaluation noted that the project interventions ably supported the realization of the output 1 indicators stated earlier and also provide a strong foundation for the achievement of outcome indicators. Although the voter turnout fell short of both the baseline and target values, the project ably supported civic consciousness and engagement with the electoral process that is able to support the achievement of this indicator overtime as one CSO member emphasized during interview;

*“……….there is a big difference between when people shun an electoral process due to ignorance and when they have been civically enlightened……although the voter turnout was less than expected, at least the population has been reached with quality and relevant information about elections. What is required is just time for the seeds of civic education that have been sown to germinate……”*

Despite the continuous need for institutional capacity strengthening of the IEC, the support provided by UNDP and other partners under the Electoral Support project has played a catylistic role on which other interventions can build. The effects of the project interventions particular in respect to partnerships and capacity strengthening remain vital assets for enhancing democratic political dispensation in the Gambia both in the medium and long term should the political landscape of the country remain favorable.

**Output 2: Women’s electoral and political participation promoted**

Women involvement in decision making and public domain is a key step to their empowerment. Prior to the electoral support project, the participation of women in the political leadership of the Gambia was limited[[24]](#footnote-24). At the project inception stage, out of 48 MPs, only 4 (8.3%) were females and out of 115 councilors, only 14 (12.1%) were females. Against this backdrop, the need for promoting gender equality in the electoral processes was strongly felt. In response, the project design specific interventions to promote women and youth participation in the electoral process and political leadership.

Specifically, the prioritized interventions for promoting women’s electoral and political participation included; i) identifying barriers to women’s participation in politics; ii) supporting the enactment and adoption of gender sensitive electoral legal and regulatory framework; iii) gender mainstreaming in the internal selection processes of political party leadership; and iv) capacity strengthening of women in leadership.

With the project support, barriers to women and youth participation in political leadership were identified and documented used to design messages to address the status quo[[25]](#footnote-25). Besides, six seminars were conducted in all regions for women and youths on the importance of their participation in politics and election. The trainings are reportedly to have reached about 300 women and youths from political parties, youth groups and CSOs.

The evaluation noted that there is increasing awareness for gender mainstreaming as there observable attempt to provide gender disaggregated data in project reporting. However, what is not explicitly brought out is whether there were deliberate efforts to bring women on board in all the activities in which their participation is mentioned. Whereas project targeted activities concerning women and youth empowerment were largely implemented successfully save for the enactment and adoption of gender sensitive electoral legal and regulatory reforms, much is still desired if the status of women in political leadership in Gambia is to improve.

Although women represent 52% of the population and 56% of registered voters only 15% of candidates were women[[26]](#footnote-26). However, the great improvement realized in the youths representation in national assembly where more than 95% are reportedly the youths, conveys hope that with continuous engagements to address the identified obstacles, women participation political leadership will progressively improve overtime.

Much as the stakeholders that participated in the evaluation acknowledged the persistent cultural barriers to effective women participation in political leadership, they were appreciative of the project stating that the supported gender initiatives would progressively yield impact as one stakeholder was quoted thus;

*“……the project investments in promoting gender may seem to have no immediate effect but even for the population to listen to gender messages is a key step. Gender equality is largely challenged by social norms here. Any step that is made towards breaking this barrier is significant whether it yields effects immediately or not. Gambia has had a number of legal and regulatory instruments for promoting gender equity for long, what has been lack is the general awaking for devoted implementation which I think the project has fairly achieved…..”* A member of the women bureau.

The evaluation further noted that the enactment of gender sensitive electoral legal and regulatory frameworks was not undertaken largely due to the short time within which the project was to be delivered. However, the gender equality awakening that was created by the project is a building block for the realization of gender sensitive electoral processes.

Project performance in the light of other targets such as: i) collection, analysis and wide dissemination of sex desegregated data on women participation and representation; ii) the pool of women aspirants for elective offices; and iii) enhanced capacity of women holding elective public office was promising but more still desired. For example, whereas sex desegregated data on women participation and representation have been collected and analyzed, evidence on its wide dissemination could not be verified by this evaluation. Nevertheless, the noted commitment to disseminating evidence-based gender messages provides a platform for continuous sharing of gender desegregated data.

Furthermore, much as the project support women capacity building initiatives, they were mostly focus on accelerating women’s participation in the electoral processes. There is therefore still a capacity strengthening vacuum for the women that are holding elective offices to ensure their enhanced effectiveness. It is therefore apparent that the project played a catalytic role that has prepared the democratic field for more investment and engagements. As such, much of the project success has been more vivid at process level which is still fundamental for accelerating the achievement of desired results even beyond the project period.

**Output 3: Capacity of the National Council for Civic Education (NCCE), security forces & CSOs enhanced for increased civic and voter education and elections**

Establishment of a broad based electoral process with effective stakeholder engagements is a key milestone in the democratic governance process. With the project supported interventions towards strengthening the capacity of the IEC as seen in output 1, capacity strengthening of other actors to play complementary roles was indeed a well thought through initiative under The Gambia Electoral Support project. Under this initiative, support was targeted at: i) NCCE strategic plan development; ii) capacity strengthening of NCCE in civic education and data management; iii) management of electoral related conflicts.

Through the project support, NCCE was able to carry out civic education in 120 communities in which and about 20,490 people were reached[[27]](#footnote-27). This was in addition to four television talk shows at GRTS on the importance of citizen participation in election and the election process. In respect to electoral conflict management, the project supported that training and deployment of election observers that timely provided information about hotspots for proper monitoring. Particularly, 30 election conflict monitors and 195 domestic election observers were trained and deployed nationwide. Additionally, the capacity of 10 data entry clerks and 8 members of NEEWARG were enhanced in data management and electoral conflict and response strategies respectively[[28]](#footnote-28).

The above interventions were targeted at ensuring: i) effective NCCE engagement in democratic reforms and monitoring; ii) enhanced CSO capacity in civic engagement, democracy and election monitoring; iii) strengthened capacity in election risk mapping and management.

Despite the scanty outcome level results reflected in the project reports, stakeholder consultations indicated impressive achievement in the above targets. The continuous NCCE engagement in the democratization process of Gambia as provided for in its strategic plan is a case in point. Beyond the electoral support project, NCCE and even the CSOs expressed devotion to continuously play an active role in the democratization process in Gambia. Thus, through this project coupled with deposition of the dictator, space for continuous stakeholder engagements has been created; the need for continuous strengthening notwithstanding.

Furthermore, eminent role played by the project targeted stakeholders in the monitoring and management of the Gambia electoral cycle is evident of the contribution of the project support. Both CSOs and NCCE stakeholders that participated in this evaluation reported improved performance following the capacity strengthening support received under the project as one stakeholder explained during discussions;

*“……the way we were functioning in electoral monitoring has greatly transformed as a result of this project. The project helped us to updated the election monitoring indicators whose setting conform to international standards…..much as we still need more trainings, what I can say is that we are now better at our work than before….”* A CSO stakeholder during interview.

Although the effects of civic education could not filter through in form of increased voter turnout, both documentary evidence and responses from electoral stakeholders point to the fact that the project supported a broad based civic education programme whose projected impact in future can never be overstated.

**Output 4: Capacity of the media to foster deepening of democracy supported.**

The media plays an important role in all electoral management processes. Therefore, its integration in the entire process is key to achieve better electoral management results. As such, the project rightfully targeted the media with capacity building initiatives focused at promoting objective and sensitive reporting. According to project reports, although the media had its own specialized trainings, the media staff benefited from all other trainings that were conducted. According to stakeholders consulted during the evaluation, capacity building initiatives for the media had a profound effect on fair and balanced media coverage of the elections.

Project performance on this output was rated good as most of the planned activities were successfully implemented. However, evaluative evidence on output indicator achievement was scanty due to poor documentation and indicator definition.

## **2.2.2 Outcome analysis**

The project was designed to contribute towards the achievement of UNDAF outcome 1.2 “Institutional reforms implemented to ensure rule of law and guarantee the protection of human rights for all including access to justice, gender equality, access to basic services and democratic participation in democratic decision-making processes” and the UNDP CPD 2016/21 Outcome 2 on citizens expectation for voice, development, rule of law and accountability are met by stronger systems of democratic governance. Thus, the outcome indicators were: i) improved governance index from 51.6% (Mo Ibrahim index 2014) and 3.1 (CPIA, 2015) to 55% and 3.2 as measured by Mo Ibrahim index and CPIA respectively; ii) Increase in Voter tournout; and iii) increase in the % of women serving in local councils and national assembly.

Improvement in governance index as measured by Mo-Ibrahim index has improved from 51.6% in 2014 (baseline) to 54.9% in 2018. Although the performance still falls short of the project target of 55%, it evident good progress has been made towards entrenching democratic governance in Gambia. Stakeholders that participated in the evaluation revealed that the transitional government is inclined to instituting reforms for cherishing democratic governance. This makes the project interventions very significant as they were aligned with the development priorities of the current government. It is possible for the governance based project indicator to be achieved by the end of 2021 which is the set date for the indicator achievement.

Through the project interventions, voter turnout was envisaged to increase from 70% to 85% but has not been achieved. Voter turnout for presidential and national assembly elections was 59.3 and 42.8% respectively[[29]](#footnote-29). Despite the project under performance on the outcome level indicators, project performance at output level was impressive. Given the well sound theory of change that underpinned project interventions, achievement of outcome indicators is possible with time the need for sustained engagements notwithstanding.

Similarly, the project outcome indicator in respect women involvement in local council and national assembly has not been achieved although a seemingly good framework for promoting women participation in political leadership has been established. Following the capacity strengthening support provided to the Women Bureau, it continues to pray a pivotal role in pushing the agenda of gender equity in the country. It is however noteworthy that the project control is often on the outputs, the pass way to outcomes is often influenced by many factors but particularly the validity of the assumptions in the theory of change. The evaluation found that the gender equality related interventions were mostly informed by the analysis of gender inequalities. This relies hope that foundation laid by the project will continuous support women empowerment for both voice and participation in political leadership.

It is however important to note that whereas the delivered outputs are potentially able to support the achievement of desired outcomes in respect to the set indicators, sustained engagement is still necessary given the democratic growth stage of Gambia.

## **2.2.3 Facilitators and inhibitors of performance**

The observed project performance was a function of many factors that played both facilitatory and inhibitory roles. Like in many developing democracies, the co-existence of facilitators and inhibitors of performance is inevitable but can used as key learning points for continuous improvements in programming.

1. **Facilitators**
2. **Successful partnerships**

The ability of the project to successfully identify and bring together all the key stakeholders was a key factor for its success. This is because democracy development requires broad based stakeholder consensus which was fairly achieved in this project. Although some stakeholders such the Women Bureau were brought on board a bit late, there was general willingness and commitment from all stakeholders involved to ensure project success.

1. **Multi-media approach**

Given the limited time within which the project was to be delivered, the use of multi-media approach was key in reaching a good percentage of the population. Discussions with the stakeholders that participated in the evaluation revealed that the project was able reach the vast majority of the population within a short time and this was made possible by the many platforms of engagement that were created.

1. **Direct Implementation Modality**

Consultation with both UNDP and the responsible parties revealed that the Direct Implementation Modality that was adopted was a bit more efficient in handling project procurements. This modality helped to bridge capacity gaps in the responsible parties that would have affected operational efficiency for example if a National Implementation Modality was adopted. During interview with several stakeholders, it was revealed that despite some delays in fund releases, the modality worked well.

1. **UNDP experience and expertise in governance**

UNDP has led a number of governance programme globally which allows the transference of skills and best practices from different countries. The ability of bringing both the ruling party and opposition together was mentioned by stakeholders as one of the greatest factors that facilitated the success of this project.

1. **Inhibitors**
2. **Limited funding**

The size of the fund was noted to small to support the achievement of amplified results. Besides the limited financial resources, late release of the funds affected timely activity implementation which affected performance to some extent.

1. **Limited time**

The time within which the project was to be delivered was small to allow successful undertakings on legal and regulatory reforms as was envisaged at the project design stage. The process of reforming the legal and regulatory system requires time if it is to be comprehensive and consultative. The time provided for in the project could not support this and this partly explains why such activities were not implemented.

1. **Cultural barriers**

The socio-economic and political landscape of the Gambia is still gender insensitive and would require ample time for key barriers to be addressed. This is because much as the project registered good success at activity implementation level concerning gender initiatives, the desired results could not be realized immediately.

1. **Terrain factors**

Gambia has a number of hard to reach areas that could not be easily reached with project interventions given the resource constraints. This was compounded by the poor infrastructural developments which made reaching this areas with election messages hard. Although electoral performance in these areas could not be analyzed by this evaluation due to data insufficiency to ascertain effect of the terrain, the consulted expressed concerns on the terrain and recommended that in future projects, such area need to given special considerations.

1. **Political history**

Gambia had lived under the dictatorial regime of Yaya Jammeh for a long time and participation in political process to many is still being rekindled. This according to several stakeholders consulted partly explains the low voter turnout despite the broad based project supported public campaigns.

# 2.3 Project efficiency

The timely availability and economical use of project resources in tandem with the approved work plans and budgets were the key yardsticks for assessing project efficiency The evaluation noted that deliberate efforts were undertaken by project stakeholders to ensure enhanced project efficiency in accordance to the project financial management framework described in the project document. This is explicitly indicated by the cost minimizations strategies adopted and the overall project financial management and accountability system that underpinned implementation as further explained hereunder;

## **2.3.1 Project’s financial management and accountability system**

The project financial management and accountability arrangements are well articulated in the project document (pg 8) and this formed the overall financial management principles and practices that guided the project. Interviews with project stakeholders revealed that all the parties in the financial management and accountability system satisfactorily played their roles; a factor that made the system more prudent.

However, cases of delayed fund releases were reported by stakeholders although the evaluation was not able to independently verify these claims and the effects due to inadequate documentation. Much as the UNDP staff also acknowledged the delays, according to them (staff) such delays were caused by delayed submission of all the requirements in line with UNDP financial management procedures. Nevertheless, the evaluation established that the project had successfully built a robust quality assurance mechanism based on periodic stakeholder project reviews that were able to provide implementation guidance where necessary as reflected in the numerous meeting minutes.

Project expenditure was well rhymed with the budget which caused positive variances between the budget and expenditure as seen in figure 2.1 below.

**Source: Final financial Report –EC 7 November, 2017.**

The evaluation noted that resource absorption for the EC implemented activities stood at 67.4% with activity implementation taking 93.5% while remuneration took 6.5%. This implies that the project was well mainstreamed in the existing structures; a factor that helped to contain project cost. In addition, the project overall implementation framework embedded cost containment strategies as further explained hereunder;

## **2.3.2 Cost minimization strategies adopted**

The evaluation noted that there was general consciousness across the project implementation continuum towards overall project efficiency with emphasis on achieving value for money through enhanced alignment between project resources and desired results. Subsequently, deliberate measures were undertaken throughout the implementation process to achieve this objective and they include the following.

1. **Direct Implementation Modality**

The evaluation noted that under DIM, UNDP was able to make direct procurement of services to support activity implementation under the different project delivery tracks. Consultations with both UNDP staff and the responsible parties revealed that the DIM arrangement was not only effective and efficient in terms of time but also helped to fill the capacity gaps in the institutional frameworks of the responsible parties. This reportedly facilitated faster decision-making processes and timely activity implementation.

1. **Appropriate targeting of the interventions**

Despite some in the design as discussed earlier, the project implementation team successfully aligned activities to specific and measurable results throughout the implementation process. This helped to ensure that for every coin that was spent was directed at achieving specific results. Stakeholders concentrated on areas where they had niche which promoted effectiveness and efficiency in implementation.

Furthermore, project interventions were well informed by empirical analyses (development of gender messages) which made them more relevant and appropriate. The analyses enabled clear problem identification and analysis which well informed the targeting of the interventions and selection of the most appropriate stakeholders and beneficiaries. As one evaluation participant put it, the project rightfully dealt with the most appropriate stakeholders and beneficiaries who supported its success.

1. **Taking advantage of partnerships and synergies**

The overall implementation of the project hinged on effective partnerships and synergies that significantly supported resource mobilization, effective advocacy through amplified voice as well as bringing on board the comparative advantages of each of the partners. Besides, these partnerships favored sharing of facilities as the case IPC who shared space. This did not only favor harmonized project implementation methods but also had cost minimization effect hence contributing to enhanced project efficiency.

1. **Use of existing structures**

The thrust of the project was to strengthen the existing institutions to be able to effective deliver on their mandates. As such, activity implementation was well integrated within the existing structures which did not only have positive effect on project cost containment but also laying a foundation for the sustainability of the project gains.

# 2.4 Project sustainability

The degree to which the project design integrated and adhered to the key sustainability pillars (local participation, ownership, contribution and capacity strengthening) has in this evaluation used as a yardstick to assess the likelihood of sustainability. Whereas it is evident that the entire design and implementation of the project greatly embedded these sustainability pillars, the presence of a clear exit strategy, its strengths, weaknesses and gaps in project sustainability coupled with the available opportunities and threats to effective sustainability formed the key areas of assessment as presented hereunder;

## **2.4.1 Availability and structure of the sustainability plan**

The end term evaluation has reviewed the project document to ascertain whether there was any sustainability plans put in place during the project design. It was noted that there was no sustainability plan put in place for the project interventions. However, during course the Key Informant Interviews, the evaluation was able to emerging elements of sustainability and went to assess the strength and weakness as well as opportunities and challenges.

Institutional arrangements and requisite mandates appear to be the structures for the sustainability of the project results. For example, the NCCE programing and mandate is working on promotion of civic education has a strategic plan of 2016 with some of the key areas on voter education and civic education. The new innovation to decentralize the operations could be one way of enhancing sustainability in the long run. The CSO coalition, GPU have also well laid down infrastructure in form of monitors and journalist reporters spread across the country and ready with necessary equipment to do their work. The UNDP and UN system and development partners have plans to raising resources to promote governance interventions as enshrined in CPD and UNDAF in the long term and national development plan and Vision 2020 all form a formidable structure upon which sustainability can be inferred. Other notable sustainability measures were

* The level of capacity building and trainings that were carried out during elections managed to create a critical mass and pool of Gambians countrywide which include amongst others Training of Trainers, domestic elections observers and polling assistants, election conflict monitors, data entry clerks, early warning members and election related trained journalists across all the key stakeholders.
* The CSO Coalition membership has also brought on board new members which also gives it sustainable pool and capacity to monitor future elections.
* The project also supported IEC, GPU and WANEG with equipment which also boosts their institutional and organizational capacities in managing electoral processes in future.
* The revival of the Inter-Party Committee is in itself a robust measure and platform/forum that will promote sustainable public confidence and unity in diversity across all political shades.
* The Election Situation Room has also been marked as best practice which will be replicated in all future elections.
* The current electoral reform processes and outcomes which were partly informed by the previous series of elections are also set to provide a sustainable avenue in ensuring free and fair elections.
* Re-hosting and upgrading of the IEC website is useful tool IEC and electorate.

**2.4.2 Opportunities and challenges to project sustainability plan**

As earlier alluded to above, the evaluation noted that there was no sustainability plan specifically for the project results but rather outcrops of policies and development partners interventions in the medium and long term that are proxies to delivering on the project results.

The evaluation is of the view that the strengths inherent in such policy and programmatic interventions is that there will be continuous delivery of similar project / programmatic interventions that will attract more funding from both government and development partners alike. For the Gambia government interventions , there is likelihood of allocating adequate resource to the statutory institutions like NCCE and IEC to enhance their reach and robustness in the way they deliver on their mandate.

1. **Opportunities**

* To start with, opportunities noted by the evaluation lay in the institutional infrastructure as well as programming. In the area of institutional infrastructure key stakeholders like NCCE, IEC, GPU and Interparty Coalition as well as Women bureau have institutional arrangements with county or almost country wide offices and personnel with requisite equipment and trained personnel to continuously deliver beyond the project period. As one Key Informant put it that the ***“NCCE as a statutory body is mandated to conduct civic education and therefore presents an institutional infrastructure for continuity of the project interventions”[[30]](#footnote-30)***
* The project through civic education conducted by the NCCE is said to have raised consciousness of the Politicians to the extent that there is consciousness and willingness have willingness to support the National civic education programme. This is because NCCE is been famously known to have adequate skills to prepare ground for activities like CRC and TRRC[[31]](#footnote-31). Apparently at the time this evaluation was being conducted, it was reported that there was an opportunity of building on the existing NCCE civic education programing. For example NCCE had 6 months Radio programme that was on-going beyond project period[[32]](#footnote-32).For GPU, it was reckoned that the capacity built for journalist on electoral issues will enable them continuously remind the population of their civic duties and obligations[[33]](#footnote-33).
* Furthermore, the CSO coalitions has come with innovations that serve as opportunities for sustainability of project results. These include creation of WhatsApp group, retention of Election monitors, WANEP for early warning system, attracted more membership implying wider coverage and resource mobilsation, writing a position paper on improving women participation in decision making for input in the new constitution, the Equipment UNDP bought we still using it today and in the future and CSO coalition boast of the ability to mitigate election violence in the entire election circle[[34]](#footnote-34).
* The interparty Coalition has put in place aGender Management Information System(GMIS) funded by the another project intervention. The GMIS is a robust system whose primary function will be to generate data to inform gender mainstreaming by having a central data system through which indicators can be generated to track indicators on women by tracking NDP, Agenda 2060, SDGs and Gender development Index[[35]](#footnote-35)
* All the above institutional, policy and innovative developments, the evaluation believes present immense opportunities that can guarantee the sustainability of the project results in both mid and long-term.

1. **Challenges**

* Funding challenges especially of the NCCE continue to pose serious challenges to enable the institution exploit its full potential. Thus NCCE is only visible during the time of elections but hibernate after elections all attributed to erratic and minimal funding. This was further constrained by lack of direct funds subvention to the NCCE yet it’s an autonomous institution at the same level with IEC and ombudsman who receive direct subvention from the national coffers.
* Apparently the legal regime is not gender sensitive rendering it hard to enforce gender mainstreaming among the political party policies and leadership. For example the current constitution is not gender sensitive on matters of how best women participation in decision making can be enhanced .Also the existing Electoral Act is not gender sensitive and this means that Political parties cannot be compelled to review their constitutions and manifestos to render them for lack of legal pass cannot be not reviewed to know whether they are gender sensitive and the current constitution is not gender sensitive[[36]](#footnote-36).
* The other challenge is that the Gambia government has been very reluctance to offer appropriate support to NCCE which apparently was heavily continued to rely on donors yet donors had own agenda and in the future they are likely not take the NCCE as priority.

# 3.0 Lessons learnt, best practices and recommendations

From the project performance analysis presented in the previous section, a number of strengths, achievements, shortfalls and gaps are identified. These contain good learning lessons worth documenting, best practice for further distilling and subsequent adoption and domestication. It is on the basis of the results emanating from the evaluation that recommendations at both policy and operational level are provided as here below;

# 3.1 Lessons learnt

* During the processing of election results, there shouldn’t be any rush in announcing final results as this can plunge the country into turmoil.
* Different approaches that are multi-pronged like use of recording audios and sending to community radios is quite cheaper than relying on radio commercials and talk shows that tend to be expensive. UNDP and other donors are very supportive of this multi-pronged approach
* The more you develop conscience on significance contribution of women in development the more they get active in participating in governance issues. For example in past presidential elections 58% of the registered voters were women while 67% came out to vote.
* Conflict sensitivity critical to conflict sensitive reporting during elections period which is considered fragile nature.
* Bureaucratic red tape characteristic of UNDP requirements often delays activities that are critical to delivery of project outputs.
* For CSO Coalition in future in the wake of ICT shut down which incapacitated the sms and WhatsApp means of communication, there is need to allocate coordinators per region
* Had CSO coalition developed a system of own Parallel Voter Tabulation (PVT) would have eased tensions during the final results announcements impasse for comparison purposes much as the IEC is still legally mandated.
* Comprehension of voter and civic education among media practitioners is still low hence more capacities to to be focused in this area rather than on journalists only.
* Open door policy of the IEC has enhanced public confidence and image of the IEC nationally and internationally.
* Continuous partnership building and strengthening between IEC, IPC, WANEP, NCCE, GPU, the Police, Women’s bureau and other key stakeholders curtails excesses by the ruling/sitting government during elections.

# 3.2 Best practices

1. **The Marble Voting System**

The [President of the Gambia](https://en.wikipedia.org/wiki/President_of_the_Gambia) is elected in one round by [plurality vote](https://en.wikipedia.org/wiki/Plurality_voting) for a five-year term. Instead of using paper [ballots](https://en.wikipedia.org/wiki/Ballot), elections in the Gambia are conducted using [marbles](https://en.wikipedia.org/wiki/Marbles). Each voter receives a marble and places it in a tube on top of a sealed [drum](https://en.wikipedia.org/wiki/Drum_(container)) that corresponds to that voter's favored candidate. The drums for different candidates are painted in different colors corresponding to the party affiliation of the candidate, and a picture of the candidate is affixed to their corresponding drum. The system has the advantages of low cost and simplicity, both for understanding how to vote and for counting the results, though [voter secrecy](https://en.wikipedia.org/w/index.php?title=Voter_secrecy&action=edit&redlink=1) is compromised. The method is reported to have an extremely low error rate for miscast ballots as compared to the conventional ballot paper system. The rapid assessment and views gathered during this evaluation pointed to the fact that this best practice should be subjected to a deeper technical, operational and commercial study and improved in order to address its demerits within the wake of the unfolding political dispensation and transition as opposed to the introduction of a completely new system which has not been tested within the country.

1. **Election Situation Room:** The election Situation Room (ESR) was a very good practice as it contributed in building public confidence as well as demonstrated unity in diversity from all political players and stakeholders in the electoral process.
2. **The Revival and re-invigoration of the Inter-Party Committee:** The UNDP’s support for the revival of the IPC was hailed as very historical mark as whatever IPC has managed to achieve would not have been possible had it not been for UNDP’s initiative. The IPC has built public confidence and unity as well instilled hope in the deepening of the multi-party political dispensation and electoral management process. However, one challenge it faces is the fact that it is still lacking to be fully institutionalized.
3. **National Election Early Warning and Response Group (NEEWARG):** which was mostly composed of prominent and imminent citizens and persons from IEC, the Police, and CSOs was also hailed as a good practice since it managed to contribute in discussions, development and recommendations of possible response mechanisms and strategies for resolving election related violence and threats.
4. **The WhatsApp Group:** the early warning WhatsApp platform as well as other forms of telecommunications as a result of technological advancement have brought elections to another level in terms of real time reporting hence a best practice.
5. **Project delivery partnerships and building synergies:** Well linked capacity building initiatives across key stakeholders was critical to delivery of the project interventions as they were elements of activities reinforcing each other. For example, the work of NCCE was key to success of some of the IEC activities.
6. **Prudent Financial and Accountability procedures** and project oversight were up to mark and curtailed resource wasted though blamed by implementing partners for delays in financial disbursements

# 3.3 Conclusion

The success of the Gambia electoral support project is rightfully evidenced by the relatively peaceful, free and fair elections that were held. The project facilitated dialogue platforms were able to coordinate all stakeholders to play an active role in the electoral monitoring and management. Much as the project targets were more than holding quality electoral process, project achievements on other fronts such as capacity building, women empowerment still require some more time and resources to yield more tangible results. Nevertheless, the project was well conceived and aligned with both UNDP’s strategic direction and government priorities; a factor that enhances the sustainability potential of the project initiatives.

# 3.4 Recommendations

***Strategic***

1. **Capacity Building and Trainings:** For all key Government and Non-Government Organizations that are involved in electoral processes and management, there is need to continuously build on their capacities at the national, regional and grass-root levels. Specific ones include IEC, NGO Coalition, GPU, IPC, Women’s Bureau, Local Governments in their various election delivery mandates, roles and responsibilities.
2. **Strengthening the capacity of IEC:** The IEC should consider undertaking an expert-led self- reflection and lessons learnt process in order to deal with the new and emerging political dispensation in effective and efficient electoral process management. This is due to the fact that there is need for future deeper and broader analysis of opportunities and constraints of supporting electoral processes in The Gambia. Upon completion of this exercise there is need to enhance and support IEC in its identified specific targeted areas
3. The government with the help from the Development Partners both technically and financially should in addition to its current MoU signed support the institutionalization of the **Inter-Party Coalition(IPC)** as it’s a strong face epitome of national reconciliation, confidence building, unity and peace promotion. In the same breathe there should be establishment of a functional **Inter-Party Women’s Network.**
4. The GoG through the NCCE and other stakeholders with the support of Development Partners should develop a comprehensive Civic and Voter Education Policy and strategic framework.
5. With the new initiatives of CRC, Electoral Reforms process as well as the TRRP, there is need for the GoG in partnership with Development Partners to put in place a national coordination forum and mechanism so that all the above important processes are linked and interfaced as well as popularized and publicized in a much more coordinated manner since they have broader impact on the short, medium and longer term democracy, peace and stability of The Gambia.
6. **The Marble Voting System** was hailed and should be retained with some modifications and adjustments to accommodate its current shortfalls. This is because the system has the advantages of low cost and simplicity, both for understanding how to vote and for counting the results, though [voter secrecy](https://en.wikipedia.org/w/index.php?title=Voter_secrecy&action=edit&redlink=1) is compromised. The method is reported to have an extremely low error rate for miscast ballots as compared to the conventional ballot paper system. The system also serves and accommodates well the majority voters who are semi or illiterate.
7. **National Biometric Registration of Citizens:** The Gambia government with support of development partners should plan and start a National Biometric Citizens registration which will help a lot in elections as well as in other service delivery programs and interventions to the Gambians. This will also help the  **Gambians in Diaspora** to participate in politics and development of their country.
8. **Strengthening Monitoring and Evaluation System** should be considered seriously not only at the level of individual government agencies/institutions such as IEC or project level but also the government should start looking into future development of a National M&E System across board.

***Design***

1. In future, UNDP should adopt participatory approach in designing a project so that implementing partners are well prepared to take on activities where they feel comfortable to efficiently and effectively contribute to outputs/outcomes.
2. IEC must in future gazette polling stations with special considerations to people with disabilities in order to enable them to exercise their constitutional right and franchise in a dignified and convenient manner
3. The model of future electoral support to the Gambia should explore more of an enhanced partnership model for broader strategic electoral support and management.

***Implementation***

1. ***NCCE should be adequately and directly funded by the Gambia Government:*** There should be adequate funding from government to ensure continuous National civic education programming and a policy put in place to support such programming. This is to avoid a mentality by the general public and the politicians yet politicians have willingness to support NCCE. NCCE only visible during elections but hibernate after elections. NCCE is struggling to be more visible
2. ***Boost journalist comprehension of civic education:*** There is need to boost the Journalists comprehension of civic education which is relatively low. Thus there is need to build capacity of all media practitioners which could go a long way in complimenting efforts of the NCCE
3. ***NCCE should decentralize in order to effectively deliver on its mandate:*** There is need to decentralize NCCE to widen its capacity and depth of promoting civic education. The engagement by NCCE with regional governors should be continued until decentralization of NCCE is adopted and implemented.
4. ***There should be UNDP continuous support to NCCE:*** UNDP should support NCCE beyond the election period to make sure they utilize opportunities of visibility beyond election period. For example the bill boards space with election messages can be replaced with other messages on civic roles and duties of the citizens
5. ***IEC should work hand in hand with GPU to put in place a robust media monitoring strategy:*** There is need for media monitoring strategies of 3-4 years before elections so that regular press releases are done on election issues before, during and after elections. If reports are issued on weekly basis, politicians would know that what they are doing is being monitored and therefore would be careful at making hate speeches or inflammatory statements. If journalist is also aware that what they are doing is being monitored they would also be careful on what to report in the media
6. ***UNDP should release funds in time to enable timely implementation of activities:*** Funds released in time to avoid delay of implementation of the activities like the other UNDP projects do. A lot of delays where banks do not exist and also risky to carry cash for long distance upcountry.
7. ***UN and Development Partners should offer continuous support to CSO and other actors engaged in promotion of free and fair elections agenda:*** There is need for the international community including the UN to continue supporting CSOs and other actors to continue with civic education which will have a trickledown effect in promoting human rights, good governance and stability.
8. ***Refresher training on UNDP processes and procedures:*** There should be some refresher training for implementing partners by UNDP on procedures and processes . This could reduce on the back and forth movement of papers from the partners and UNDP which often delays release of funds i.e vendors who were registered in house training on the UNDP processors and procedures.
9. ***Targeted legal reforms to enhance women participation in decision making:*** The Ministry of Justice should expedite Legal reforms that will enable enhancement of women inclusion in decision making positions particularly adopted the quota system of 30% women representation the way it is in Uganda.
10. ***Targeted women Capacity building:*** If you want women in local governments and Parliament then efforts have to be put in civic education. The Low level of education is one of the barriers. For the elected women, we need to build their capacity and confidence so that they serve as role models. They don’t go sleeping in parliament and active in debates so they when they go back to their constituency social media is not awash with pictures of them sleeping in parliament. Capacity building should be a continuous thing for them.
11. ***Youth and Targeted Mentorship to girls in high school:*** Like for the case of women, there is need for strategic and deliberate interventions promoting youth participation in politics and elections in order to have an equitable representation at all levels. In other countries, they have leadership mentoring process done in form of camps. Am happy that girls gender programs are coming up and good areas for membership girls who go through that are more aggressive and assertive. In countries like Cameroon, they have summer camps and girls from each region are identified in the school system and taken through summer camp in which issues of gender ideas , empowerment are imparted to them and by the time they reach university they are ready to take leadership positions and power. The selection could focus on high school girls who are better positioned.
12. ***Media House should institute a code of conduct:*** There is need for code of conduct specifically designed for political reporting by journalists so that if any journalist derails, they could be brought in line.
13. **Sustainability:** There should be an elaborate exist strategy to ensure the project results are well anchored in future programming not by default to ensure sustainability. As of now this project as per design lacks a clear sustainability plan. In general the consultant also conquers with CSO coalition statements on[[37]](#footnote-37)

# Annexes

## Annex 1: OECD/DAC Ranking table

|  | **Rating (Highly satisfactory, Satisfactory, Unsatisfactory, Highly Unsatisfactory, Not applicable)** | | | | | **Rationale** |
| --- | --- | --- | --- | --- | --- | --- |
|  | *1* | *2* | *3* | *4* | *5* |
| **Impact** |  |  |  |  |  | Quality electoral management is key to long term peace and democracy. Therefore, project aspirations of capacitating institutions that are executing electoral management and monitoring mandate is a strategic intervention with long term impact on the political dispensation of Gambia |
| **Sustainability** |  |  |  |  |  | The institutional approach adopted by the project is key to sustainability. However, more institutional support would be required to achieve sustainable results. |
| **Relevance/Design** |  |  |  |  |  | Externally, project interventions are consistent with the development framework of Gambia as well as UNDP’s strategic direction. Furthermore, the interventions are in great support of regional and global development ambitions enshrined in regional (AU) and global commitments (SGDs) which Gambia subscribes to.  Internally, the project interventions as well as their implementation arrangements were well thought through and strategically positioned to support the achievement of the outcome indicators. |
| **Effectiveness** |  |  |  |  |  | Progress towards outcome indicators is visible although not yet supported by solid statistical evidence. Much of the achievement has been at process and output level but evaluation noted the potentiality of the achievements hitherto to support the achievement of the outcome. |
| **Efficiency** |  |  |  |  |  | The interventions are sufficiently able to deliver the desired outcome within the constraints of resources and time. A robust financial management system is in place to ensure economical use of resources. Expenditure is well rhyming with the budget and outputs signifying value for money. However, funding inadequacy and late release of funds constrained activity implementation. |

## Annex 2: Data collection tools

**INTERVIEW GUIDE FOR POLICY LEVEL STAKEHOLDERS**

**Theme 1: Background information about the respondent**

Agency represented\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_

In the Capacity of \_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_

Time served on the Board\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_

Specific role on the project Board\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_

Interview No\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_

Interview Date \_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_

**Key Informant Interview**

***Relevance***

* To what extent are the objectives of project consistent with country needs as set out in the National Development Plan, 2018-2021?
* To what extent was the project informed by substantive human rights and gender analyses that identified underlying causes and barriers to Human Rights and Gender Equality?

***Effectiveness***

* To what extent has the project contributed to, or is likely to contribute to the outcomes defined in the UNDP CPD 2017-2021?
* To what degree were the results equitably distributed among the targeted groups?
* To what extent was human rights based approach and a gender mainstreaming strategy incorporated in the design and implementation of the project?
* Did the intervention contribute to empowerment of rights holders, especially women and young people?
* What were the unintended results of the project intervention and how did they affect national development in a positive or negative way?
* To what extent were the unintended results foreseen and managed?

***Efficiency***

* To what extent were project outputs achieved with the appropriate amount of resources and maintenance of minimum transaction cost (funds, expertise, time, administrative costs, etc.)
* To what extent were the resources allocations considered or prioritized to most benefit the marginalized groups including women and youth?

***Sustainability***

* To whatextent have the benefits from the development intervention continued, or are likely to continue, after it has been completed?
* Has there been the transition from developing *individual* capacity in the short-term to creating *institutional* capacity in the long-term?
* Have there been created technical expertise, financial independence and mechanisms through which rights-holders may participate in and assert the fulfillment of their rights?

***Impact***

* Whatthe changes in the well-being of individuals, households and communities can you attribute to the project interventions?
* What evidence is there to show the changes that have occurred and can be attributed the project management?
* What best practices from impact can be used to help improve the design of the next UNDP programing /project cycle?

***Responsiveness***

* How adequately did the project during planning and implementation respond to changes in national priorities and to additional requests from national counterparts, as well as to shifts caused by major external factors and evolving country context (e.g. natural disaster, elections)?

**FOCUS GROUP DISCUSSION GUIDE FOR BENEFICIARIES(YOUTH AND WOMEN)**

**Theme 1: Background information about the group**

Constituency ………………………………………………………..

FGD type (participants)\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_

FGD No\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_

Date \_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_

Place\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_ Start time\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_ End time\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_

**Relevance**

1. Did youth and women participate in the design and implementation of the project?
2. How did the project help the youth and women participation in elections(probe for participation as voters and as candidates for electoral office**(**probe for participation as voters and contesting for electoral political offices from lower to national level**)**

**Effectiveness**

1. Did the project target all the youth and women of all walks of life?
2. To what extent were the youth and women supported to participate in elections as voters and contestants for political offices at all levels?
3. What have been unintended results of the project on youth and women participation in elections( Probe for both negative and positive)

***Efficiency***

1. Did you consider the cost for supporting youth and women participation the worthwhile?
2. To what extent were the resources allocated for project implementation targeted at marginalized groups including women and youth?

***Sustainability***

1. How are the benefits of the project likely to continue when the project ends?
2. What capacity have been acquired by the youth and women to participate in the elections in the future?

***Impact***

1. What changes do you notice among the youth and women as individuals, at household and community level that can be attributed to the project support?
2. What evidence is there to show that the project contributed to improved youth and women participation in elections?
3. What best practices that you noticed that can be used to improve design of such projects?

***Responsiveness***

1. How was the project able to make any changes during implementation to address emerging needs of youth and women?

**Thank you for your time!**

## Annex 3: List of evaluation participants

|  |  |  |  |
| --- | --- | --- | --- |
| **Names** | **Position** | **Institution** | **Email** |
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| Bashirou Jahumpa | UNDP Governance Specialist/Program Analyst | UNDP Gambia | [Bashirou.jahumpa@undp.org](mailto:Bashirou.jahumpa@undp.org) |
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| Kajali Sonko | Deputy Director | Women Bureau | [Korojo99@yahoo.com](mailto:Korojo99@yahoo.com) |
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| Lamin jawara/Youth | PRO | Gambia Party for Democracy and Progress | [Jawaralamin494@gmail.com](mailto:Jawaralamin494@gmail.com) |
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| Mariama Sanneh | Youth Leader | Progressive People Party |  |
| Mariama B Secka | Deputy Party Leader | United Democratic Congress UDP |  |
| Amie Sillah | Women and Children Secretary | People Democratic Organisation for Independence and Socialism | [sohnandungu@gmail.com](mailto:sohnandungu@gmail.com) |
| Bakary Sonko |  | National Convention Party |  |
| Lamin Ndow | Admin Scecretary | National Convention Party | Ndow333@gmail.com |
| Modou Lamin B Bah/Youth | Executive Secretary for Banjul | United Democratic Congress |  |
| Momodou Sidibeh | Admin Secretary | Gambia Moral Congress | [momodousidibeh@gmail.com](mailto:momodousidibeh@gmail.com) |
| Saihou TMF Sanyang | IPC Secretary | Inter Party Committee |  |
| Dam Touray |  | National Reconciliation Party |  |
| Musa Amul Nyassi | Spokesperson | Alliance for Patriotic Reorientation and Construction | [musaamulnyassi@gmsil.com](mailto:musaamulnyassi@gmsil.com) |
| Fatoumatta Gaye | National Women Mobiliser | Gambia Party for Democracy and Progress |  |
| Kebba jallow | Acting Party Leader | Peoples Progressive Party |  |
| Sanusi Touray |  | Peoples Progressive Party |  |
| Samba Baldeh | Admin Secretary | Gambia Democratic Congress |  |
| Tida Kijera | Women Leader | Gambia Moral Congress |  |
| Ousman Gaye | Executive Member | Alliance for Patriotic Reorientation and Construction |  |
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|  |  |  |  |

1. UNDAF Outcome 1.2: Institutional reforms implemented to ensure rule of law and guarantee the protection of human rights for all including access to justice, gender equality, access to basic services and democratic participation in democratic decision-making processes [↑](#footnote-ref-1)
2. UNDP Outcome 2: citizens expectation for voice, development, rule of law and accountability are met by stronger systems of democratic governance [↑](#footnote-ref-2)
3. [↑](#footnote-ref-3)
4. Key Informant Interview-IPC [↑](#footnote-ref-4)
5. KII-GPU [↑](#footnote-ref-5)
6. KII-IPC [↑](#footnote-ref-6)
7. KII-CSO coalition [↑](#footnote-ref-7)
8. KII-GPU [↑](#footnote-ref-8)
9. Ibid [↑](#footnote-ref-9)
10. KII-CSO coalition [↑](#footnote-ref-10)
11. Project Document 2016 [↑](#footnote-ref-11)
12. KII-CSO coalition [↑](#footnote-ref-12)
13. KII-IPC [↑](#footnote-ref-13)
14. UNDAF GMB -2016 [↑](#footnote-ref-14)
15. Ibid [↑](#footnote-ref-15)
16. Project Document [↑](#footnote-ref-16)
17. UNDAF GMB -2016 [↑](#footnote-ref-17)
18. KII- CSO coalition [↑](#footnote-ref-18)
19. KII-GPU [↑](#footnote-ref-19)
20. Signed Project doc election 2016-2018 [↑](#footnote-ref-20)
21. Signed Project doc election 2016-2018 [↑](#footnote-ref-21)
22. [↑](#footnote-ref-22)
23. Afrobarometer report 2018 [↑](#footnote-ref-23)
24. Project document [↑](#footnote-ref-24)
25. Messages on enhancing women and youth political participation and representation in the Gambia and voter education [↑](#footnote-ref-25)
26. PROGRESS REPORT: Support to the strengthening of the Parliamentary Electoral Process in The Gambia 2017 [↑](#footnote-ref-26)
27. Quarter Progress Report: Q4 of 2016 [↑](#footnote-ref-27)
28. DIM QUARTERLY (Jan-April) REPORT – Support to Electoral Cycle 2016-2018 [↑](#footnote-ref-28)
29. IEC report to the EU, 2018. [↑](#footnote-ref-29)
30. KII-NCCE [↑](#footnote-ref-30)
31. KII-NCCE [↑](#footnote-ref-31)
32. KII-NCCE [↑](#footnote-ref-32)
33. KII-GPU [↑](#footnote-ref-33)
34. KII-CSO Coalition [↑](#footnote-ref-34)
35. KII-IPC [↑](#footnote-ref-35)
36. KII-NCCE [↑](#footnote-ref-36)
37. *The CSO Coalition on Elections would like to re-echo the recommendation made in the previous election regarding the political participation and representation of women. As a signatory to regional and international instruments coupled with the existence of national laws and policies that seek to promote the equality between men and women, and given the low level of women’s representation mainly due to patriarchy and conservative socio-cultural beliefs, the CSO Coalition on Elections reiterates the following recommendations:*

    * *That a national legislation establishes gender quotas in politics that allocate a percentage of nominations and seats in the National Assembly to women as measures that seek to increase women’s representation;*
    * *That political parties institute a gender quota at party level that also set a number or percentage of nominations for women’s election to representative bodies, as well as gain election to power and decision making structures within political parties.*
    * *IEC should draft legislation to impose penalties for violations of Section 91 /92 (Election Campaign Ethics) and Section 70 (Prohibitions on Polling Day)*
    * *Political parties should raise awareness among supporters and agents as to their obligations and responsibilities on polling day, and reiterate that the IEC is the only body mandated to prevent anybody from voting according to the Election Act.*
    * *IEC should ensure that non accredited persons are not allowed to loiter around polling stations after voting as stipulated in the Act.*

    [↑](#footnote-ref-37)