



# UNDP GAMBIA



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## **CPD Outcome 1 MID-TERM Evaluation:**

**“By 2021, Accelerated Inclusive and Sustainable Economic Growth to Reduce Poverty and Inequality for the Vulnerable Groups”**

## **FINAL MID TERM REVIEW REPORT**

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## **List of acronyms and abbreviations**

BAC	Brikama Area council
BDS	Business Development Services
BJL	Banjul
CPD	Country Programme Document
CSOs	Civil Society Organisations
DaO	Delivering as One
EMP	Economic Management Project
EMPRETEC	Emprendedores Tecnologia
EPSDP	Entrepreneurship and Private Sector Development Project
EU	European Union
FAO	Food and Agricultural Organization
GBoS	Gambia Bureau of Statistics
GDP	Gross Domestic Product
GIEPA	Gambia Investment and Export Promotion Agency
GoTG	Government of The Gambia
GRA	Gambia Revenue Authority
GSI	Gambia Shonghai Initiative
IDEP	The African Institute for Economic Development and Planning
IFAD	International Fund for Agricultural Development
ILO	International Labour Organisation
IMF	International Monetary Fund
KMC	Kanifing Municipal Council
LGAs	Local Government Areas
MDAs	Ministries, Departments and Agencies
MKAC	MansaKonko Area Council
MoFEA	Ministry Of Finance and Economic Affairs
MoLRG&RA	Ministry of Lands, Regional Government and Religious Affairs
MoTIE	Ministry of Trade, Industry and Employment
MSME	Micro Small and Medium Enterprises
MTEF	Medium-Term Expenditure Framework

MTR	Midterm Review
NBR	North Bank region
NDP	National Development Plan
NGOs	Non-Governmental Organizations
NIM	National Implementation Modality
OECD/DAC	The Organization for Economic Co-operation and Development Assistance Committee
PAGE	Programme for Accelerated Growth and Employment
PCU	Project Coordination Unit
PFM	Public Finance Management
PFMA	Public Finance Management Act
PSC	Project Steering Committee
SME	Small Medium Enterprises
SSHFC	Social Security and Housing Finance Corporation
SWBR	Single Window Business Registration
UN WOMEN	United Nations Agency for Women
UNCDF	United Nations Economic Capital Development Fund
UNCTAD	United Nations Committee for Trade and Development
UNDP	United Nations Development Programme
UNECA	United Nations Economic Commission for Africa
UNICEF	United Nations Children's Fund
URR	Upper River Region
WB	World Bank
WFP	World Food Programme
YEP	Youth Empowerment Project

## Table of Contents

Acknowledgement .....	ii
List of acronyms and abbreviations .....	iii
Executive Summary .....	vii
<b>1.0 Introduction.....</b>	<b>1</b>
1.1 Background.....	1
1.2 CPD Outcome 1 Projects.....	1
1.2.1 The Economic Management Project (2017-201) .....	2
1.2.2 Entrepreneurship and Private Sector Development (EPSDP) .....	2
1.3 The evaluation Purpose .....	3
1.4 Evaluation Scope .....	3
1.5 Methodology .....	4
<b>2.0 Findings.....</b>	<b>6</b>
2.1 Programme relevance .....	6
2.1.1 Programme Concept and Design .....	6
2.1.2 Programme implementation and Management .....	7
2.1.3 Derivation of Programme relevance .....	8
2.2 Effectiveness .....	9
2.2.1 Programme contribution towards improved capacity for economic management .....	9
2.2.2 Programme contribution towards improved private sector led growth for employment generation and poverty reduction.....	16
2.2.3 Progress towards CPD outcome 1 indicators and targets.....	20
2.2.4 Facilitators and inhibitors of performance .....	22
2.3 Efficiency.....	22
2.2.1 Programme financial performance to date.....	23
2.3.2 Efficiency enhancement strategies adopted .....	24
2.3.3 Strengths and Weaknesses of the adopted cost minimization strategies .....	26
2.4 Sustainability .....	28
2.4.1 Opportunities to programme sustainability.....	28
2.4.2 Threats to Programme sustainability .....	32
2.5 Cross-cutting issues .....	34
<b>3.0 Conclusions, Best practices, Lessons learned and Recommendations .....</b>	<b>37</b>
3.1 Conclusions .....	37
3.2 Best Practices.....	38
3.3 Lessons learned.....	40
3.4 Recommendations.....	41
<b>4. Annexes .....</b>	<b>44</b>
Annex 1: OECD/DAC Ranking table.....	44

Annex 2: Programme Mid line performance summary.....	46
Annex 3: Data collection tools .....	50
Annex 4: List of evaluation participants.....	54
Annex 5: Terms of Reference .....	58
Annex 6: List of Documents reviewed .....	67
Annex 7: Evaluation Matrix .....	69

## Executive Summary

This report presents the findings of the Mid-term evaluation of the CPD outcome 1 “By 2021, accelerate inclusive and sustainable economic growth to reduce poverty and inequality for the vulnerable groups”. Organized along the OECD/DAC evaluation criteria, the findings cover the programme relevance, efficiency, effectiveness, cross cutting issues and sustainability as requested for in the ToR (see Annex 5).

Under CPD Outcome 1, up and down stream interventions have been designed and implemented to support national efforts to: i) increase Real gross domestic product (GDP) growth from 4.2% to 7% by 2021; ii) Reduce the population below poverty line from 48.4% to 20%; iii) Reduce unemployment rate to 10%; and iv) increase per capita GDP from \$271 to \$1250 by 2021. The achievement of these outcome indicators is envisaged through delivering three core outputs namely: i) National and subnational institutions enabled to achieve structural transformation of productive capacities that are sustainable and employment- and livelihoods- intensive; ii) Options enabled and facilitated for inclusive; and sustainable social protection; and iii) Capacity of national and subnational-level institutions strengthened to deliver improved basic services, formulate pro-poor and gender-sensitive strategies and plans.

Two projects have so far been designed and implemented and they are: i) Support to strengthened capacities of national institutions responsible for economic management and evidence-based policy, planning and budgeting to achieve inclusive growth and poverty reduction in the Gambia (2017-2021) and ii) Support to Entrepreneurship and Private Sector Development for Inclusive Growth, Employment Generation and Poverty Reduction (2017-2021). Implementation of the projects is at mid line and hence the need for an a mid-term evaluation whose purpose was to capture and demonstrate evaluative evidence of its contributions to development results at the country level as articulated in both the UN Development Assistance Framework (UNDAF) and UNDP Country Programme Document (CPD).

More specifically, the evaluation assessed: i) The relevance and strategic positioning of UNDP support to Gambia on economic management; entrepreneurship and private sector development; ii) The frameworks and strategies that UNDP has devised for its support on economic management and evidence-based planning and budgeting; entrepreneurship, private sector development including partnership strategies, and whether they are well conceived for achieving planned objectives; iii) The progress made towards achieving an accelerated Inclusive and sustainable economic growth to reduce poverty and inequality for the vulnerable groups outcome, through specific projects and advisory services, and including contributing factors and constraints; iv) The progress to date under these outcomes and what can be derived in terms of lessons learned for future UNDP inclusive and sustainable economic growth support to Gambia.

The evaluation adopted a mixed methods approach (qualitative and quantitative) in order to enhance the validity of the findings. Qualitative data was obtained from wide stakeholder consultative through key informant interviews and Focus Group Discussions (FGDs). A total of 33 key informant interviews and 3 FGDs were held (see Annex 4).

Quantitative data on the other hand was extracted from M&E data base of the programme and other relevant documents (see Annex 6 for document reviewed).

Following the OECD/DAC evaluation criteria, analysis was aimed at capturing evaluative evidence on the degree of programme relevance, effectiveness, efficiency, sustainability and integration of key cross cutting issues. Thus, both process and results evaluation techniques were employed aided by a systems analytical model and supplemented by other analytical frameworks such as Results Based Management, Gender analysis, Human Rights Based programming, policy and regulatory analysis, SWOT and Governance analysis.

Results indicate that the programme is satisfactorily relevant given its external and internal consistence. Externally, the programme is well aligned with both UNDAF, UNDP country strategy as well as national planning agenda. The alignment of UN programming cycle with the national planning phases has been a critical factor that has ensured consistence of UN interventions with national development priorities. UNDP through its technical expertise in development planning has continued to play a pivotal role in supporting national development efforts.

Internally, the CPD Outcome one interventions are consistent with the desired results. The MTR noted that the programme interventions systematically flowed from the designed CPD outputs and are therefore able to support the realization of the desired outcome level results. However, the MTR noted some gaps in the programme M&E system that would compromise the enhanced internal consistence of the programme. The project level results framework were not comprehensively developed and this inhibits appropriate results based reporting and strategizing. Secondly, the absence of a substantive M&E officer deprives the programme of strategic guidance in the implementation of the M&E plan.

In terms of efficiency, there is general consciousness across the programme implementation continuum about the need for enhanced programme efficiency. A number of strategies have deliberately been adopted to achieve this. They include: strict adherence to UNDP financial management policy and procedures; adoption of output based budgeting, periodic audits, adoption of UNDP assisted NIM, mainstreaming of programme implementation in the existing government structures and systems among others. Despite the queries raised in the special audit, there is reported improvement in the financial management capacity within the main implementing partners. However, resource absorption rate is still low (34.7% and 37.7% for EMP and EPSDP respectively).

UNDP has so far honored 40.9% of its pledge towards the implementation of the two projects. Although 43.3% and 62.8% of the resources for EMP and EPSDP have been disbursed through the government, the MTR could not obtain any evidence of government's cash contribution to EPSDP implementation. This notwithstanding, programme implementation is on course with potential to achieve its objectives at full implementation should the implementation momentum be maintained and the identified implementation bottlenecks addressed.



Programme delivery at output level is impressive as much of the midline output targets have been achieved. Even at outcome level, results are beginning to show with a remarkable improvement in real GDP growth and per capita from 4.2% (baseline) to 6.6% in 2018, and from \$ 271 to \$ 754. Head count poverty has reportedly declined from 48.4(baseline) to 38.7% according to Economic Outlook of Gambia (2018). However, unemployment rate has instead increased from 29.2% to 35.2 which be partly be attributed to the old statistics used to establish the baseline values. Despite the portrayed upward trend in the unemployment rates, the programme has rightfully supported job and livelihood creation through its up and down stream interventions especially under the EPSDP.

UNDP has continued to provide quality support to national development basing on its comparative advantage in development programming and capacity strengthening. Institutional capacity strengthening in form of human resource capacity development, policy improvement, systems strengthening through provision of requisite equipment and tools have continued to take root under the programme at the auspices of UNDP expertise.

Cross cutting issues of social protection, gender mainstreaming and Human rights have been integrated in the programme design and implementation. However, the effective implementation of gender mainstreaming would require an affirmative action and stronger emphasis on gender disaggregated data in reporting.

CPD outcome 1 interventions face enormous sustainability potential that is embedded in: i) Clear sustainability plans for the two projects have been developed; ii) Capacity building and trainings offered to Staff; iii) Use of existing government structures and systems; iv) Improvement in policy and regulatory environment supported by the program; v) Program consistence with Government priorities presents long term opportunities for sustainability; vi) Bilateral support from Partners e.g FAO, ITC, ILO, EU, UNCTAD, UNCDF, UN WOMEN, and IFAD; vii) Transformation of some projects into public private sector partnership e.g EMPRETEC; and viii) UNDP initiated and supported Partnerships through South to South and Triangular cooperation enhanced benchmarking and continuous leaning among others.

The design and implementation arrangements of the CPD Outcome 1 interventions contain best practices and lessons that include the following;

- ✓ The use of existing structures in project implementation is associated with enormous efficiency gains.
- ✓ For effective implementation of programs, Baselines and capacity needs assessment are crucial in order to ascertain the strength and weaknesses of the existing structures and systems through which the program would utilize.
- ✓ Practical Coaching and mentorship provide more and better opportunities for knowledge and skills transfer as they provide systematic interaction between the trainer and the trainees hence facilitating continuous consultations and more practical guidance.
- ✓ A perfect mix of upstream and downstream interventional support yields faster and more direct programme benefits to the intended benefits.

- ✓ Re-engineering and Harmonization of Policies along MDAs is critical for sustenance of the programme results.
- ✓ Across all the programme interventions, Multiple partners and government agencies working together can amplify results building on comparative advantage of each partner and agency.
- ✓ Creation of awareness and sensitization of population about key national development policies and programs is a crucial method to achieve wide coverage.
- ✓ Employment of the national system have improved the robust and sustenance of capacity building initiatives and should be encouraged as the modus operandi in the remaining part of the programme period.
- ✓ The National Implementation Modality (NIM) continues to show superior results especially with regard to promoting national ownership and sustainability of the programmes.
- ✓ Single window business registration-has enabled quick and easy and has served as inducement to the private sector investments leading to creation of employment opportunities.

### **Lessons**

- ✓ Effective stakeholder participation is key for project success and sustainability.
- ✓ Use of government structures is critical for securing government buy-in which enhances sustainability.
- ✓ Staff retention is critical for the sustainability of a capacity strengthening program.
- ✓ Proper planning and design of national programs like the CPD require clear exit strategy to ensure an inbuilt sustainability plan.

### **Recommendations**

- ✓ The Government of Gambia ownership through budget allocations and subventions.
- ✓ Development of Robust National Multimedia Communication Strategy.
- ✓ Creation of synergies with similar projects such as the youth Empowerment project & Reliance Women Empowerment Project.
- ✓ Creation of platforms by trainees to enable continuous intra capacity strengthening.
- ✓ Gov't should implement a clear and competitive staff retention strategy.
- ✓ Program visibility should be emphasized and supported through appropriate program branding.
- ✓ Recruitment of UNDP M&E specialist and strengthening of implementing partners' reporting capacity – RBM principles.
- ✓ Need for efficiency improvement in the financial systems to allow faster resource disbursement and procurements.
- ✓ UNDP should focus on interventions where it has comparative advantage.
- ✓ UNDP to work on ensuring the inclusion of marginalized groups so that “leaving no one behind” in their support.
- ✓ UNDP should explore and where possible support Government's identified emerging Strategic areas.
- ✓ The councilors can be an entry point for community-based interventions.
- ✓ There is a need to establish linkages between skills and capacity development with business development services

# 1.0 Introduction

This report presents the findings of the Midterm evaluation of UNDP CPD Outcome 1 “By 2021, accelerate inclusive and sustainable economic growth to reduce poverty and inequality for the vulnerable groups”. The report is structured in three core sections with section one presenting the general introduction to both the programme and its evaluation. Sections two and three present the evaluation findings (section two) as well as the overall conclusions that form the basis of the recommendations as presented in section three.

## 1.1 Background

The implementation of the UNDP CPD for The Gambia is at mid-line and hence the need for a Mid-term evaluation. The programme document came into force in 2017 and implementation is slated to end in 2021. The programme is anchored on three pillars which resonate with both the overall UNDAF 2017-2021 and National Development Plan (NDP 2018-2021) as well as the Gambia Vision 2020. They are; i) Poverty and Inclusive Growth, ii) Governance and Human Rights, and iii) Environment and sustainable Development.

However, this evaluation only covers interventions undertaken to support the realization of outcome 1 which is under the pillar of Poverty and inclusive growth. Under this pillar, UNDP support addresses three interrelated areas of; poverty, inequality and exclusion. It provides both upstream and downstream support to strengthen evidence-based planning, livelihoods and employment promotion; inclusive growth; and social protection. UNDP’s support under the poverty and inclusive growth pillar is anchored on the ideology that strengthening inclusive processes in policy-making, planning and budgeting through the use of evidence will spur broad-based growth and economic diversification resulting to employment intensive programmes that will benefit all and reduce poverty and inequality. Following this pathway, UNDP has prioritized support to National and subnational institutions to: i) Achieve structural transformation of productive capacities that are sustainable and employment-and livelihoods-intensive; ii) strengthen delivery of improved basic services, formulate pro-poor and gender-sensitive strategies and plans; and iii) Options enabled and facilitated for inclusive and sustainable social protection.

The above support is being delivered under two projects namely; i) Support to strengthened capacities of national institutions responsible for economic management and evidence-based policy, planning and budgeting to achieve inclusive growth and poverty reduction in the Gambia (2017-2021) and ii) Support to Entrepreneurship and Private Sector Development for Inclusive Growth, Employment Generation and Poverty Reduction 2017-21 and the closed Enterprise and Entrepreneurship Development project (July 2014-June 2017).

## 1.2 CPD Outcome 1 Projects

The realization of the CPD outcome under evaluation “By 2021, Accelerated Inclusive and Sustainable Economic Growth to Reduce Poverty and Inequality for the Vulnerable Groups” was envisaged through delivery of 3 core outputs that were to be developed into specific projects. They are: i) National and subnational institutions enabled to

achieve structural transformation of productive capacities that are sustainable and employment-and livelihoods-intensive; ii) Options enabled and facilitated for inclusive and sustainable social protection; iii) Capacity of national and subnational-level institutions strengthened to deliver improved basic services formulate pro-poor and gender-sensitive strategies and plans. However, as indicated in the ToR, the project in response to output ii has not been designed.

Growth in the Real gross domestic product (GDP) from 4.2% (2016) to 7%; reduction in the Percentage of population below \$1.75 per day ('poverty headcount') from 48.4% (2010) to 20%; growth in Real GDP per capita from \$271 (2014) to \$1,250; and reduction in unemployment rate from 29.2% (National); 31.1% (rural) and 28.4% (urban) to 10% by the end of the programme cycle are the set outcome indicators. The implemented projects to support the realization of the outcome are hereunder highlighted.

### **1.2.1 The Economic Management Project (2017-2021)**

According the project document, specific support was provided for: i) the development of gender-sensitive strategies at the national and sub-national levels to generate and strengthen employment and livelihoods; ii) schemes that expand and diversify the productive base; and iii) job creation and livelihoods strengthening. As indicated in the ToR, the project envisaged to support the development of 6 sectoral; 4 regional strategies hence making an improvement from 3 sectoral and 0 regional strategies that existed at baseline.

Furthermore, the project targeted to support the establishment of schemes that expand and diversify the productive base from 0 to 2 in the central; 2 to 3 in Urban; 0 to 6 in rural. In the area of job creation, the project's aspiration was to create additional 4000 jobs. The extent to which the project aspirations at output and outcome levels forms the basis for the proposed evaluation.

Subsequently, project support was delivered under four clusters namely; i) Strengthen capacity for sound economic (fiscal) policy, research and data for evidence based decision-making; ii) Enhance capacity for pro-poor and gender-responsive budgeting, resource allocation, management and reporting; iii) Build and strengthen capacity for effective development planning, monitoring and evaluation across Government and Councils; iv) Strengthen capacity for effective public finance management, internal controls and increased accountability in government operations. This support was envisaged to strengthen economic management through strengthened institutional policies and technical capacities while stimulating multi-stakeholder, cross-sectoral cooperation for effective implementation.

### **1.2.2 Entrepreneurship and Private Sector Development (EPSDP)**

Interventions under this project were directed at achieving a vibrant private sector-led Agricultural, Manufacturing and Services Industries that would serve as a driver for the transformative changes to stir rapid economic growth. As such, support was prioritized to: i) Institutional capacity development; ii) Entrepreneurship Development; iii) Promote the establishment of start-ups and enterprises' growth; and iv) Development of a national

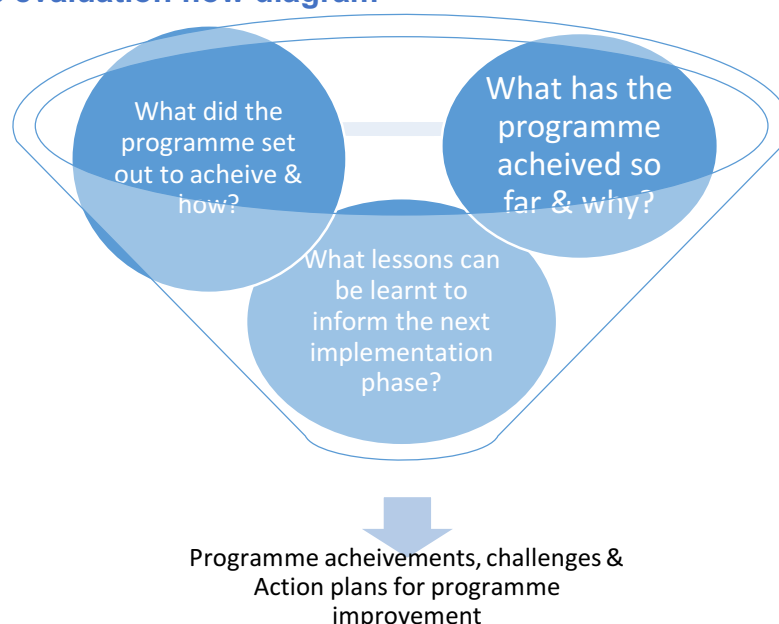
entrepreneurship strategy & stakeholder dialogue for MSE development as summarized in the programme intervention logic (see Inception report)

Implementation of both the Economic management project and the Entrepreneurship and Private Sector Development Project is at mid line. Thus, this evaluation was commissioned to ascertain the midline performance of these projects particularly in contributing to the realization of the outcome. This was further intended to best inform the lessons and best practices worth documenting as well as the action plan for enhanced implementation in the next phase as further detailed in the next sub section.

### 1.3 The evaluation Purpose

The primary purpose of the evaluation was ascertaining the extent to which the aspirations of the programme are being achieved. Thus, the evaluation was commissioned to answer three core questions as illustrated in figure 1.1 below.

**Fig 1.1: The evaluation flow diagram**



In the light of the evaluation purpose above, the evaluation scope covered the following areas with their corresponding evaluation questions (see evaluation matrix in the Inception Report).

### 1.4 Evaluation Scope

- 1) The relevance and strategic positioning of UNDP support to Gambia on economic management; entrepreneurship and private sector development.
- 2) The frameworks and strategies that UNDP has devised for its support on economic management and evidence-based planning and budgeting; entrepreneurship, private sector development including partnership strategies, and whether they are well conceived for achieving planned objectives.
- 3) The progress made towards achieving an accelerated Inclusive and sustainable economic growth to reduce poverty and inequality for the vulnerable groups outcome, through specific projects and advisory services, and including contributing factors and constraints.

- 4) The progress to date under these outcomes and what can be derived in terms of lessons learned for future UNDP inclusive and sustainable economic growth support to Gambia.

### 1.5 Methodology

The MTR adopted a mixed methods approach utilizing both qualitative and quantitative methods. This was intended to the validity of the results<sup>1</sup>. The evaluation made use of both primary (stakeholders) and secondary (documents) sources from which both qualitative and quantitative data was derived respectively. A total of 33 key informant interviews in addition to 3 FGDs were conducted (see list of consulted stakeholders in Annex 4).

The organisation of the entire assignment was guided by the '**Assessment to Action**' approach hinged on specific activities that were executed at different phases of the assignment as indicated in figure 1.2 below.

**Fig 1.2: Assessment to Action Approach.**



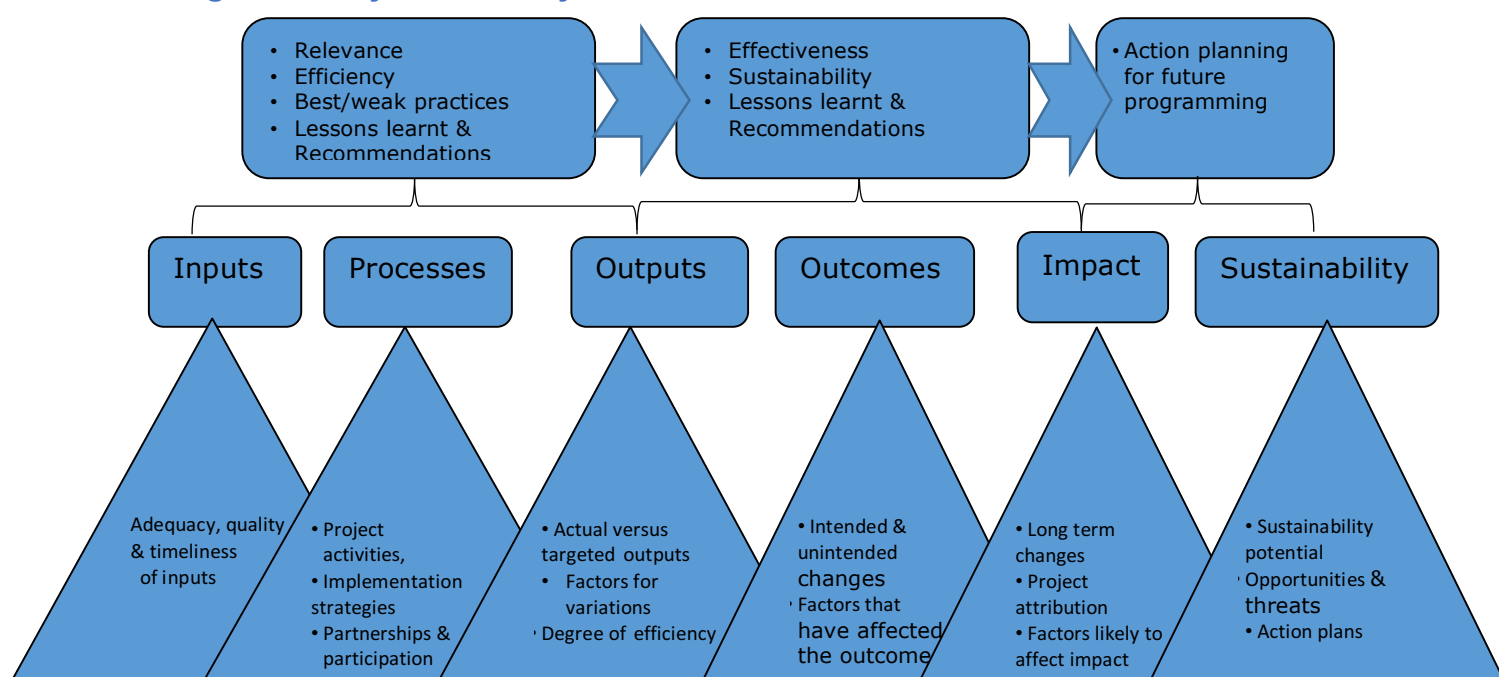
At the planning phase, inception meeting was held with UNDP staff to review and finalize the consultant's inception report and the general planning especially for the field visits. Data gathering through key informant interviews and FGDs was then undertaken in respect to the developed data collection tools (See Annex 3). The collected data was analysed in the light of the evaluation scope and questions and in tandem with the specifications in the Terms of Reference (See Annex 5) and the evaluation matrix (see Annex 7).

Preliminary finds were presented to UNDP for validation and also for purposes of collecting more clarifications of some emerging issues. The overall analytical framework was based on the systems analysis model that draws out relationships among the programme variables (input, processes, outputs, outcome and sustainability) as indicated in figure 1.3 below;

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<sup>1</sup> Validity of the results is the degree to which both the evaluation methods and findings support conclusions and recommendations.

**Figure 1.3: Systems Analytical Framework**



Guided by a results chain analysis, the MTR took stock of the programme achievements at midline in the light of the set targets and baseline values. The analysis also brought to light the appropriateness of the implementation strategies and challenges and how they have facilitated and/or inhibited achievement of desired results. From the multi-faceted analysis, lessons learnt, best practices and recommendations are derived as presented in the last section of this report. The overall methodological approach revolved around ascertaining whether the programme is: i) doing the right things (adherence to the program document); ii) doing them right (soundness of the implementation arrangements). This forms the basis of the lessons that have been drawn to inform the next implementation phase and future programming.

In tandem with the ToR requirements and UNDP evaluation policy, the evaluation integrated a number of techniques and tools such as Theory of Change (ToC); Results Based Management (RBM), Rights Based Approach to Development (RBAD), and Gender Analysis and OECD-DAC criteria and principles. These tools were used interactively to best support MTR conclusions and recommendations.



## 2.0 Findings

The presentation of findings follows the OECD/DAC evaluation criteria. The findings presented are informed by the stakeholders' opinions as well as the expert and independent judgement of the consultant. On the basis of these findings, the conclusions, lessons learnt, best practices and recommendations are made as also presented in the last section of this report.

### 2.1 Programme relevance

The internal and external programme consistence was the key parameter on which programme relevance was assessed. Externally, the evaluation analyzed the degree of programme alignment with the national development aspirations enshrined in various development documents as well the UNDAF strategic direction. Internally, analysis of the programme concept and design, implementation and management as well as monitoring and evaluation arrangements have formed a central part of the relevance analysis as presented hereunder;

#### 2.1.1 Programme Concept and Design

Under the CPD Outcome 1 “By 2021, Accelerated Inclusive and Sustainable Economic Growth to Reduce Poverty and Inequality for the Vulnerable Groups”, UNDP is supporting three projects namely; i) Support to strengthened capacities of national institutions responsible for economic management and evidence-based policy, planning and budgeting to achieve inclusive growth and poverty reduction in the Gambia (2017-2021) and ii) Support to Entrepreneurship and Private Sector Development for Inclusive Growth, Employment Generation and Poverty Reduction 2017-21 and the iii) the Enterprise and Entrepreneurship Development project. The first two projects are ongoing whilst the third is closed.

In terms of the design of the projects under this outcome, the evaluation revealed that they were designed in response to Government's needs; and in the case of the Entrepreneurship and Private Sector Development project, it was based on the recommendation of the concluded end term evaluation of the support to the EMPRETEC project, where the design and relevance of the UNDP support was so crucial that both the Government and UNDP agreed to continue to support EMPRETEC within a wider project i.e. the Enterprise and Entrepreneurship Development project. In fact, one of the flagships project i.e. The Gambia Shonghai Initiative was designed using the concept and design of the Songhai Regional Centre in Benin as an all-inclusive and innovative program to support The Gambian Government in “promoting access of youth, men and women, to appropriate agribusiness entrepreneurial, leadership and management skills required for their effective participation in the creation of wealth and investments in socio-economically viable agribusiness enterprises in every community in The Gambia.” (Evaluation of Pilot Gambia Shonghai Initiative project, 2016).

The Project support to strengthened capacities of national institutions responsible for economic management and evidence-based policy, planning and budgeting to achieve inclusive growth and poverty reduction in the Gambia (2017-2021) was conceptualized on the premise of a theory of change that improvement in institutional policies coupled with strengthened technical capacities in Economic Management will stimulate multi-



stakeholder, cross-sectoral cooperation for effective planning and programme implementation.

All the projects under this outcome have a project document that clearly specifies the main elements of the project implementation from the strategies, results outline, work plans to institutional and partnership arrangements. However, the results frameworks were incomplete and lacking key project specific information (baselines & targets) that would guide implementation, monitoring and reporting of results. Most of the baselines were missing, in some instances, targets were specified without a baseline. Some of the targets were found to be ambitious. The results statements were not SMART and they were stated in such a way that they read as actions to be undertaken rather than results to be achieved. In addition, the evaluators found out in the designing of the programme, the identified risks were not fully supported with a risk mitigation strategy which can lessen the impact of the risk and provide options on alternative actions when confronted with the risk. There is a need to fully develop the results framework as it is an important tool for monitoring implementation and reporting progress made towards the specified targets.

### **2.1.2 Programme implementation and Management**

The programme implementation and management roles have been clearly defined in the project documents. The mechanisms that were put in place is to use existing Government structures such as the Project Coordinating or management Units in the line ministries for executing the NIM and carrying out the responsibilities of coordination, procurement, accounting, monitoring and evaluation of projects. This implementation arrangement was premised on the strategy to develop Government's capacity and strengthen the existing structures to ensure that there is increased accountability, improved programme delivery and lay the foundation for sustainability. The PCU at the Ministry of Finance for the project 'Support to strengthened capacities of national institutions responsible for economic management and evidence-based policy, planning and budgeting to achieve inclusive growth and poverty reduction in the Gambia (2017-2021)' is found to be well staffed and have over a decade technical expertise in procurement, finance and coordination. Government recruited a Program Officer who is fully dedicated to managing the UNDP's project and carrying out quality assurance measures thereby strengthening the monitoring and evaluation function of the Unit. The Evaluation found out that the Unit is positioned to offer advisory services to Implementing Partners and function effectively.

The PCU at the Ministry of Trade, Industry and Employment managing the project "Support to Entrepreneurship and Private Sector Development for Inclusive Growth, Employment Generation and Poverty Reduction 2017-21" is also responsible for coordination, procurement, accounting, monitoring and evaluation of activities using the NIM. However, during the programme cycle, a micro assessment was conducted, and the Ministry was found to be of high risk hence all the transactions were done through UNDP assisted NIM. This modality has some unfavorable consequences for both UNDP and Government. The unexpectedness of this downgrade has resulted in the implementation rate decreasing from 90% to 60% and added pressure on both the programme and Operations sections at UNDP to take up the extra work of processing all the payments.

The Project Steering committees were set up to manage and provide strategic guidance to the projects. The PSCs meets regularly and there are minutes documenting the discussions but that is where it ends. There is no mechanism to ensure that the recommendations for the challenges and constraints discussed at the meetings are monitored and implemented. The evaluators also found out that at times the Implementing partners do not receive information and feedback in a timely manner from the PSC through the PCU. And this feedback gap leads to persistent problems that are overshadowing the effective implementation of the activities. Further to this is the apparent breakdown of communication between the decentralized structures and their line ministries. The findings showed that the regional plans are not feeding the central plan. This is a perennial weakness observed in all the projects.

At the UNDAF level, it is stated that coordination mechanism is designed to be fully aligned with the principles of Delivering as One (DaO) and with the Government's own coordination mechanisms. At the UNDP CPD level, coordination is done through the results groups. UNDP is leading the results group on Economic planning and at the Government's level, their coordination mechanisms are used i.e. the Project Coordinating Units at the line ministries. This is in conformity with the UNDAF.

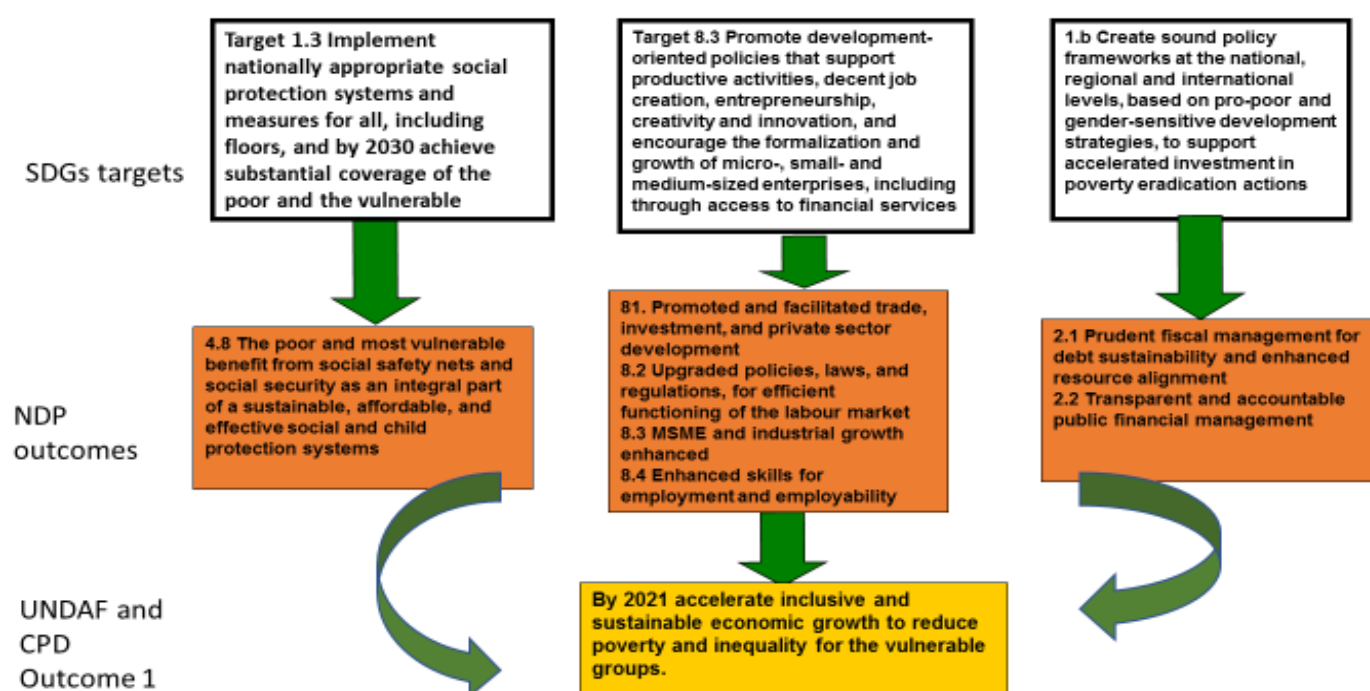
Even though UNDP in their sustainability plans identified some partners such as the (World Bank, IMF, European Union (EU), African & Islamic Development Banks, UNECA/IDEP to work on the Project to strengthen capacities of national institutions responsible for economic management and evidence-based policy, planning and budgeting to achieve inclusive growth and poverty reduction in the Gambia (2017-2021), apart from the Memorandum of Understanding between IDEP and the Government, the consultants could not find any other evidence to show that partnership exists for the other organizations. There are no joint work plans, meeting minutes, etc to show that there is partnership. There needs to be a mechanism in place to facilitate communication and enhance the partnership with these organizations to build synergies and avoid working in silos.

### **2.1.3 Derivation of Programme relevance**

2017 ushered in a dawn of a new democratic dispensation in the Gambia with the electoral defeat of a 22-year rule of an autocratic government. Taking cognizant of the dire situation in all the economic and social sectors throughout the country, the new Government's main priority was to develop a development blueprint that will be the medium-term vision for an effective transitional period. The National Development Plan 2017-2021 identified 8 Strategic priorities and 7 cross cutting critical enablers as the Government's focus areas and closely aligned to the SDGs 2030 and AU agenda 2063.

The United Nations developed the UNDAF 2017- 2021 in 2016 before the National Development Plan but the UNDAF did not deviate much from the NDP as it was developed in a participatory approach and informed by numerous studies and assessment of the situation of the country and as such the issues identified were the existing shortcomings in the Socio-economic development of the Country. The UNDAF 2017-2021 positioned the UN's support to contribute to Gambia's development and reducing the humanitarian challenges, leveraging on the leadership, comparative advantages and position of the UN.

Taking cue from the findings of evaluations and reviews of the UNDAF, CPDs and the emerging NDP, the UNDP CPD's identified one of its priorities as Inclusive economic growth and poverty eradication which envisions to "address the poverty, inequality and exclusion nexus, providing both upstream and downstream support and building on current programme cycle achievements: evidence-based planning, livelihoods and employment promotion; inclusive growth. The UNDP CPD outcome 1 has clear pathways and links from the SDGs, NDP to the UNDAF (2017-2021) as illustrated below:



One weakness in the CPD though is the mis-match of the national priorities in the UNDAF and CPD documents as they were from the PAGE II and not the NDP 2018-2021. There is a need to adjust the national priorities and reflect that of the NDP in the CPD at midterm.

## 2.2 Effectiveness

Programme contribution towards an improvement in national government's capacity for economic management and private sector led growth for employment generation and poverty reduction forms the central piece in the effectiveness analysis presented in this sub section. More specifically, the sub section articulates the evaluative evidence of UNDP's contribution towards the realization of the desired results under the two projects feeding into CPD outcome 1. As required in the ToR, the analysis is extended to the effectiveness of the programme delivery strategies including UNDP's partnership strategy, its comparative advantage in meaningful delivery of the required support as well as facilitating and inhibiting factors for performance as seen hereunder;

### 2.2.1 Programme contribution towards improved capacity for economic management

Enhanced economic management capacity is a requirement for proper alignment of national resources and its development ambitions which is a pathway to inclusive growth

and poverty reduction. In its CPD 2017-21, UNDP has prioritized capacity strengthening support to key national institutions responsible for economic management and evidence-based policy, planning and budgeting to achieve inclusive growth and poverty reduction in the Gambia. They include the Ministry of Finance and Economic Affairs and The Gambia Bureau of Statistics.

The effects of weak economic management was detrimental to national development and inclusive growth as it was the leading factor behind the widening fiscal deficits, rising public debt and balance of payments problems. Furthermore, the weak linkages between planning and budgeting was a great inhibitor to achieving enhanced alignment between priority areas and resources allocation hence leading to exclusive growth<sup>2</sup>. In the light of the country's predicaments in economic management as articulated in the EMP document, UNDP set out to strengthen the institutional policies and technical capacities needed to manage the economy, while stimulating multi-stakeholder, cross-sectoral cooperation for effective implementation of national policies and programme. This ambition is to be achieved through delivering four core outputs: i) Strengthen capacity for sound economic (fiscal) policy, research and data for evidence based decision-making including use of foresight and generation of scenarios in addition to projections; (ii) Enhance capacity for pro-poor and gender-responsive budgeting, resource allocation, management and reporting, while demystifying the planning and budgetary process and making these processes inclusive and participatory by engaging all citizens including the most marginalized to reflect the priorities, realities and yield greater positive impact on the welfare of the poor and vulnerable; (iii) Build and strengthen capacity for effective development planning, monitoring and evaluation across Government and Councils; and (iv) Strengthen capacity for effective public finance management, internal controls and increased accountability in government operations.

The evaluation noted that substantial results have been achieved under each of the outputs at midline and this conveys hope for the realization of envisaged results at full implementation should the implementation momentum be maintained and/or scaled up. Midline results are discussed hereunder;

**i) Capacity for sound economic policy, research and data for evidence-based decision making.**

Under this output, specialized training was envisaged for the EPRD staff to be able to: i) undertake economic policy simulations for analyzing the macroeconomic and sectoral effects of specific government policies; ii) conduct revenue forecasting and budgeting, liquidity forecasting and cash management; iii) undertake research on fiscal policies and their implications. Strengthening of the National Statistical System including the National Statistical Office (NSO), individuals, institutions and other stakeholders involved in the data production industry in addition to building capacity for appropriate use of Geographic Information System (GIS) was another prioritized investment<sup>3</sup>. This was intended to enable the production of high quality national statistics to facilitate the planning functions and support the monitoring and evaluation of government programme.

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<sup>2</sup> Economic Management Project Document

<sup>3</sup> Ibid.

In the light of the project aspirations set forth in the project document, five activities were planned and they are; i) In-House training in government finance statistics; fiscal analysis and forecasting; tax policy and administration; macroeconomic forecasting and management; ii) Develop and strengthen administrative statistics as a management information system (MIS); iii) Short term training on Data Analysis; iv) Develop adequate ICT infrastructure; and v) Annual launching of the African Development outlook<sup>4</sup>.

Accordingly, the MTE established that the EMP has supported capacity strengthening in data management and macroeconomic analysis. For example, a total of 44 government staff with M&E responsibilities have been trained in data management using CSPRO, STATA and Tableau packages<sup>5</sup>. In addition, one GBoS staff on multidimensional poverty analysis. Indeed, there is evidence that the CPD interventions under the EMP are strategically positioned to enhance national capacity for producing quality statistics for planning and M&E. Furthermore, the EMP has supported the execution of vital national surveys (User needs survey, Tourism Establishment survey; and IHS 2019/20)<sup>6</sup> that provide key information for national planning.

Feedback from trainees indicate that the trainings have indeed been relevant and therefore able to create the desired impact. For example, 52.4% of the beneficiaries of the CSPRO training indicated that their competence levels in the using the programme was poor prior to the training. After the training however, 42.9% and 57.1% reported that their competence in using the CSPRO programme was very good and fair respectively.<sup>7</sup>

However, while the implemented activities are aligned with the desired results, some gaps in the design of these activities are evident and require redress as discussed hereunder;

- There was no capacity needs assessment done to ascertain the capacity gaps and provide specifics on where/what capacity is lacking.
- The proportion of the trained staff in relation to the total number of staff in charge of national data management system is not well articulated. It is therefore not possible to ascertain that the number that has been targeted is significant enough to cause the much desired results.
- The trainings have mostly focused on data management and analysis using statistical packages (CSPRO, STATA and Tableau), yet this is not what is required to undertake the macroeconomic and policy analyses that a required to inform decision making. With the EMP support, one GBoS staff has been trained in multidimensional poverty analysis. This number is still insufficient to cause the desired results. Besides, there is no clear strategy to enable the cascading of the trainings provided down the management ladder. This presents a great risk to results sustainability in the event of staff turnover.
- The evaluation of the undertaken capacity building initiatives is based on subjective criteria that focus on trainees feedback on the value derived from the

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<sup>4</sup> Project's Five Year Work plan.

<sup>5</sup> Quarterly and Annual progress reports 2018-July 2019.

<sup>6</sup> UNDP through the EMP has provided support for the initial stages of this survey for example in designing and pre-testing the questionnaires. However, the survey itself has not yet been conducted but is in the pipeline.

<sup>7</sup> EMP Annual progress report 2018.

report instead of administering more objective tasks. The training evaluation methodology used deprives the identification of more areas in which the trainees might need more training.

- The activities planned to achieve the desired results under output 1 of the EMP are mixed up under other outputs. For example, some of the needed activities to strengthen capacity to undertake macroeconomic and policy research are reflected in other outputs such as 3.

Despite these gaps, the capacity for sound economic policy, research and data for evidence-based decision making is steadily building. Much as the current studies have been supported by consultants, the trained staff would ably provide requisite support in the execution of national research studies. However, the need for continuous capacity strengthening of government staff would remain critical for the realization of full results.

## **ii) Capacity for pro-poor and gender-responsive budgeting, resource allocation, management and reporting**

The quality of budgeting processes and appropriateness of resource allocation, management practices, monitoring and reporting are key requirements for achieving inclusive growth that is pro-poor and gender sensitive. This necessitates functional planning, budgeting and monitoring systems at both national and sub national levels. At baseline, only 2 government institutions had functional planning, budgeting and monitoring systems albeit they still needed further strengthening<sup>8</sup>. It was against this backdrop that the EMP was designed to strengthen pro-poor policy, planning and budgeting capacities of key government institutions with planning and budgeting mandate. Prioritized interventions/activities are: i) provide training on the IFMIS Budget Module; ii) raise public awareness on budget planning, execution and monitoring through supported interface with private sector, NGOs, and Civil Societies; iii) integration of CS-DRMS with the settlement system at Central Bank of The Gambia (CBG); iv) develop of an offline module and integration of AMP with IFMIS.

As a result of the above interventions, efficient and effective execution of planning and budgeting functions by delegated institutions, formulation and implementation of pro-poor and gender sensitive plans and budgets that are highly participatory, improvement in PFM practices as well as effective and efficient management of aid resources are envisaged. These results are further hoped to positively impact the micro and macroeconomic development of The Gambia as reflected through increase in GDP and per capita income, reduction in the percentage of the population below the poverty line as well as reduction in unemployment rate.

In the light of the EMP ambitions as stated above, the MTR noted that spectacular activity level results are hitherto observable. However, outcome levels results had not yet fully formed at the time of this MTR. Particularly, the capacity strengthening initiative for the responsible planning and budgeting departments has well been undertaken in addition to general institutional capacity development support that has been provided. For instance, Overseas trainings for the Directorate of Loans and Debt Management; Accountant General & Directorate of Budget in Debt management and sustainability,

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<sup>8</sup> CPD Results and Resource Framework

COBIT 5 Implementation and ISO 27001(ISMS), EPICOR and Gender statistics & responsive budgeting have been successfully supported.

At institutional level, the EMP has supported the formulation and review of sectoral and national development frameworks. More specifically, the project has supported the formulation of a five year strategic plan for the AGD as well as review of the Gambia Aid Policy (2015 – 2020) and the annual progress review of NDP implementation status. The MTR also learnt that the design of the M&E tools was in progress under SMD Policy Management Group.

Awareness creation about the PFMA 2014 has also received adequate support. Sensitization workshops on PFMA which the participated rated as impactful have been supported by the Economic Management Project. A total 119 public officers have been directly sensitized about the PFMA. It was reported by stakeholders that participated in the MTR consultations that indeed, public awareness about the Act has increased although much is still desired. The project has also supported private and CSO engagements intended to raise awareness on various government planning and development issues. This is not only important in demonstrating the commitment to enhanced transparency in public financial management but also forms a strong basis for the public to demand accountability.

The MTR found the interventions undertaken under this output solid as they addressed both the individual and institutional capacity development gaps in addition to providing the requisite tools. This is a clear and sound pathway for achieving enhanced functionality of pro-poor and gender sensitive planning and budgeting worthy of propelling inclusive growth and poverty reduction. As mentioned by several stakeholders consulted during this evaluation, gender specific concerns have been adequately integrated in the formulated policies and strategic plans but what remains is the will, commitment and full capacity for effective implementation.

While the undertaken project interventions have had intrinsic and extrinsic capacity strengthening effect, the involvement of the staff in the formulation and review of the policies and strategic plans is less articulated as most of these products have been produced by consultants. There is need for a deliberate strategy of ensuring effective involvement of nationals in such consultancies as a way of furthering capacity development.

Despite the promising interventions that have been undertaken to achieve gender sensitive planning and budgeting, there is still less optimism for achieving great transformational changes towards successful gender mainstreaming due to a number of socio-cultural gender stereotypes in the Gambian society. This calls for sustained gender mainstreaming programming and grass root campaigns to overturn the key bottlenecks.

### **iii) Capacity for effective development planning, monitoring and evaluation across Government and Councils**

The capacity of multi-layered planning structures is critical for achieving participatory planning through a bottom-up approach. This would enable successful trickle down of the priorities in the national and international development (NDP, SDGs and Agenda 2063) into sub national and sectoral plans. This makes the need for appropriate planning and budgeting coordination mechanisms critical. Thus, strengthening national and



subnational capacity for effective planning, monitoring and evaluation formed a key intervention under the Economic Management Project.

Under the EMP, support is prioritized for: i) formulation of a national planning policy/strategy ii) capacity building for Planners; iii) developing strategic planning tools and guidelines; iii) conducting periodic reviews and evaluation of national development plans and the SDGs; iv) establishment of South-South Cooperation on best practices in development planning; and implementation of the Public-Private-Partnerships. These interventions are envisaged to yield: i) strengthened linkages between the National Development Plan, SDGs, Agenda 2063 and sectors and regional plans and policies; ii) strengthened linkage between national development priorities and budgets; and iii) a vibrant Public-Private-Partnerships as a viable option to raise funds for implementation of programmes.

With the EMP support quarterly planners' meetings (8)<sup>9</sup> have been successfully held in addition to other capacity strengthening achievements registered through Development & review of sectoral & Regional Strategic plans; national and sub national staff trainings, acquisition of requisite equipment and public sensitization on key national development policies. In respect to policy formulation, the project supported the Development Planning policy as well as the Strategic plans for Basse, Kuntaur, Kerewan, Mansakonko, Kanifing and Banjul LGA's. Additionally, the project supported trainings in project planning & proposal development and Results Based Monitoring benefited 50 planners and 34 planners & M&E officers respectively. Furthermore, a 40 day EMP supported land and property valuation and GIS training benefited 39 MoLRG&RA & Council Staff.



Stakeholders reviewing strategic plan

The evaluation noted that the planned interventions under this output adequately designed to address the policy, system and human capacity gaps and are their potentially able to generate the desired results. However, weakness has been noted in the poor follow-ups to ascertain the changes in competence levels and further inform continuous capacity strengthening. Furthermore, while the support for the formulation of the LGAs strategic plans is in the right direction, support for the implementation of these plans is still critically need if the desired nation-wide transformational changes are to be holistically achieved.

In tandem with the project target of increasing the number of national and sub national and subnational governments with functioning planning, budgeting and monitoring systems from 2 (baseline) to 6 (End line)<sup>10</sup>, the evaluation noted that this target has been achieved at midline. Additional 6 (LRR, NBR, KMC, BJL, CCRN, URR) sub national

<sup>9</sup> Annual report 2018 and Quarter 1&2 reports 2019.

<sup>10</sup> CPD Results and Resources Framework.



governments have been supported to establish functional planning, budgeting and monitoring systems through the project supported interventions discussed here above.

**iv) Capacity for effective public finance management, internal controls and increased accountability in government operations**

Sound public finance management is a fundamental requirement for the establishment of a vibrant economic management system that can sustainably accelerate inclusive growth and poverty reduction. Thus, the EMP interventions were aimed at: i) enhancing capacity of personnel management staff to access the IFMIS online; ii) providing regular and relevant training to National Assembly Members to reinforce the National Assembly's scrutiny of the budget reports; iii) enhancing citizens' engagement in the budgeting prioritization and accountability of public resources; and iv) strengthening Internal Audit and National Audit Office institutional capacity.

As a results of the above interventions, provision of timely and accurate human resource (HR) information for improved HR management decision-making, increasing financial and physical accountability in the use of public resources, budget effectiveness through timely implementation of budgeted activities and follow up, coherent tools, enhanced performance of LGAs as well as enhanced accountability and transparency of MDAs is envisaged. Principally, progress has been made in areas of sensitization on PFM reform programs & tax payer education as well as internal audit capacity strengthening.

The EMP has supported tax education through both the media campaign and stakeholder workshops. A total of 200 radio and TV adverts on tax compliance have been aired on five radio stations<sup>11</sup> and one TV for five days a week over a three month period<sup>12</sup>. In addition, tax seminars for the members of national assembly and the support staff as well as tertiary institutions have been supported. A total of 65 members of National Assembly and support staff attended the tax compliance seminar while 2 tertiary institutions have also be reached with the same information.

Production and dissemination of educational materials on tax compliance and the overall taxation system and regime is another significant initiative that has been supported by the Economic Management project. A total of 1500 Educational materials on Customs procedures have been produced and disseminated<sup>13</sup>. There is no doubt that knowledge on the Gambia's Tax System, Regimes and Basic Customs procedures in relation to International Trade has been stepped up.

More transformation in the Gambia's tax regime has been registered through the review and update of relevant policies and regulations. The EMP has particularly supported the review and update of the First Schedule of the Customs and Excise Act 2010 as well as Payroll Tax Act leading to the development of draft regulation<sup>14</sup>.

The Internal Audit capacity has also been positively impacted by the EMP interventions. This has been through the project supported oversees training that benefited the Directorate of Public Finance Management while other 25 internal auditors benefited

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<sup>11</sup> They are: Star FM, Capital FM, Choice FM, West Coast Radio, and Paradise FM as well as QTV

<sup>12</sup> Progress reports (2018 & Quarters 1& 2 of 2019).

<sup>13</sup> Annual progress report (2018).

<sup>14</sup> Ibid.

from local training on specialized audit skills and programs, and Professional audit courses to facilitate rollout of IFMIS.

It is apparent that the project supported initiatives; human resource capacity strengthening, provision of equipment, review and updating of respective policies and regulations, public sensitization on public finance management are well positioned to deliver the desired improvements in accountability and transparency in the use of public resources. The evaluation further noted that the implementation of planned activities under this output were well on course with all activity levels targets being satisfactorily achieved.

### **2.2.2 Programme contribution towards improved private sector led growth for employment generation and poverty reduction**

A vibrant private sector that is built on sound policy and regulatory framework for entrepreneurship enhancement is a key pathway to addressing poverty, inequality and exclusion. These are the major development challenges for which the EPSDP was designed to address. Disproportionate distribution of benefits of growth as well as limited employment opportunities for women and the youths remained key development challenges and indicators of poverty and exclusion. With 48.4% of the population living below the poverty line and national unemployment rate as high as 29.2%, the need for more specific growth interventions for the Gambians became more necessary. It continued to emerge that unemployment rate was higher in the rural areas (31.1%) than urban areas (28.4%) with women shouldering the disproportional burden than their male counterparts (38.3%: 20.9%) respectively<sup>15</sup>.

Whilst the government of The Gambia has been committed to a private sector led policy programme to drive growth and development, weaknesses in policy implementation remained a key hindrance<sup>16</sup> to the achievement of the desired results. It was against this backdrop that the EPSDP was designed and implemented. The project thrust revolves around three core outcome areas under which the midline progress was assessed as seen hereunder;

#### **i) Creating an Enabling Environment for inclusive and sustainable private sector development.**

Specific intervention undertaken to achieve this output are: i) development and implementation of employment and entrepreneurship policy frameworks that are gender and youths sensitive; and ii) development of key knowledge products to inform both policy and practice. The MTR noted that a total of 9 policy updates and major studies have so far been supported by the project. Of these, 6 had by the 2<sup>nd</sup> quarter reporting for 2019 been completed while 3 were still on-going. The completed ones include: i) Labour Force Survey (2018); ii) Mini Small Medium Enterprises Mapping; iii) Feasibility Study of the establishment of Tech Hub; iv) Gender Assessment of Trade Related Policies; v) Formulation of National MSME Policy; vi) Formulation National Youth Policy while those that were still on-going are: i) Development of National Employment Policy; ii) Development of Labour Action; and iii) Formulation of Aid for Trade Strategy<sup>17</sup>.

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<sup>15</sup> Country Programme Document (2017-2021)

<sup>16</sup> EPSDP project document.

<sup>17</sup> EPSDP 2<sup>nd</sup> Quarter report, 2019.

The midline project performance has already surpassed its target of developing 5 policies and studies. Further analysis of the adopted implementation strategies has revealed that the use of national service providers has been well emphasized as well as the involvement of key stakeholders. This approach does not only promote smooth ownership of the results that leads to sustainability but is also a strong tool for strengthening local capacity.

With improvements in the policy and regulatory environment in the employment and entrepreneurship sectors, the achievement of the CPD outcome 1 aspirations is accelerated. Although employment rate is still reportedly high, the impact of sound policy and regulatory environment in providing appropriate remedy cannot be overstated. There was indeed optimism among the consulted stakeholders that the registered improvements in the policy and regulatory environment provide a firm stepping stone for the achievement of better and gender sensitive and responsive employment and entrepreneurship industries.

Whereas the performance targets under this outcome area have already been achieved, it is important to know that what brings desired results at outcome level is not the formulated policies and studies conducted but rather the spirited implementation of the policies and consistent utilization of the generated knowledge to inform policy and practice overtime. This requires more time and consistent investments. Thus, although much has been achieved, much is still required hence the need for continuous institutional support for the implementation of the developed policies.

## **ii) Capacity development of local entrepreneurs for improved productivity and competitiveness**

The interventional focus for achieving the desired results under this outcome area include: i) training programme for entrepreneurship, business management and technical support; ii) post training support through mentorship, networking and knowledge development and sharing; iii) support NGOs, individuals and institutions supporting innovative skills; iv) Enterprise establishment; v) improve and consolidate the gains made by flagship projects such as EMPRETEC and Songhai; and vi) institutionalization of skills development and entrepreneurship training by developing curricula.

The review of the interventional focus and the EPSDP work plan indicates that the project priorities were well integrated in the work plan and budget; a factor that facilitated smooth implementation. As such, the project set out to support the training of 4000 entrepreneurs in addition to establishing a mechanism for supporting continuous entrepreneurship training.

The MTR established that the EPSDP has so far supported entrepreneurship trainings, business advisory services that have led to job and livelihood creation as summarized in table 2.1 below.

Focus areas	2018	Qtr 1 2019	Qtr 2 2019	Total
ETWs supported	9	2	??	11
No trained	393	107	96	596

Businesses provided advisory services	150	137	50	337
No of jobs created	723	??	??	723
No of livelihoods created	2675	??	??	2675

Source: Progress reports.

In the light of the overall target of training 4000 entrepreneurs, the achievement hitherto still fall short of the midline expectation as it constitutes about 40% of the target. The



MTR noted that there has not been a systematic criteria of distributing the overall target across the project implementation phases (annual and quarterly). In such a scenario, the achievement of the end line target may seriously be jeopardized due to lack of systematic targeting.

The MTR further noted that the project has established an effective supportive monitoring of the entrepreneurs which provides opportunities for post-training mentorship. As a result of the business support services, 352 businesses have demonstrated an improvement in their business through profits, book keeping and expansion of networks<sup>18</sup>

Institutional support to Gambia Songhai initiatives has been well delivered in a manner that strengthens the capacity of the institution. The MTR learnt that the project is supporting the institute with the salaries of 13 staff<sup>19</sup> in addition to 108 students out of 200 targeted that are being supported at the centre. Other project supported activities include the tracer study, an incubator as well as the assessment of the institute and development of a business plan.

In the area of enterprise establishment, the contribution of the project has also be worthwhile. Project support towards the establishment and functionality of Single Window Business Registry, PENDA Platform, the National Business Council and SME Help Desk is much appreciated by the stakeholders that participated in this evaluation. Through these initiatives, enterprise establishment and formalization is gaining momentum country-wide. The process for registering a business has been simplified and the enterprises that have been registered ever since are reportedly higher compared to the period before the project according to project staff.

Knowledge development, sharing and networking has also received appropriate attention. More specifically, the project support to trade fairs, youth connect, and study

<sup>18</sup> Annual progress report 2018.

<sup>19</sup> 1 driver, 1 matron, 3 cooks and 8 graduate trainers (2<sup>nd</sup> quarter progress report, 2019)

tours to other case studies are strategic initiatives to enable experience sharing which leads to business growth and employment creation.

Despite the slow pace towards achievement of the overall target of 4000 entrepreneurs trained, the initiatives implemented under this outcome area are strategic and with high potential of generating the desired results. However, the implementation of the prioritized initiatives herein exhibits the following gaps.

- ✓ The evaluation did not establish the existence of a clear criteria for selecting trainees. Whereas a rapid assessment to identify beneficiaries and local partners was proposed in the project document, it was not accordingly planned and budgeted for in the work plan.
- ✓ Furthermore, whereas the project reporting requires desegregated data in terms of gender and disability, the evaluation could not ascertain any affirmative actions undertaken to ensure that the targeted special interest groups (women, youths and people with disabilities) are adequately targeted.
- ✓ The content provided in progress reporting is marred with variations. For example in 2018 progress report, the number of people trained, jobs and livelihoods created are provided which is not the case in other progress report (refer to table 2.1 above).
- ✓ The evaluation could not ascertain the pre and post training assessment of the beneficiaries in order to assess the effectiveness of the training and possible other areas in which training might be needed.

The above implementation and reporting gaps notwithstanding, the MTR noted that the interventions under this outcome area were adequately designed with potential to deliver the intended results should the identified gaps highlighted above be addressed.

### **iii) Support better Policy Programming and Implementation**

Prioritized interventions under this outcome area are: i) provision of resources to institutions focused on open dialogue between public and private sector; ii) support policy forums, business roundtables and seminars etc; iii) creation of better linkages with financial institutions to facilitate entrepreneurs' access to financial resources. Successful implementation of these initiatives is envisaged to yield 1900 jobs and livelihoods.

A review of progress reports indicates that project support has mostly been targeted at strengthening functionality of dialogue platforms and training of women and youths in marketable skills. For example, the NAYCONF 2017 conference was supported in addition to consultative forum between private sector & legislators which was held on 9 December 2017<sup>20</sup>.

Project interventions in 2018 and 2019 have prioritized youths and women trainings in marketable skills as well financial literacy. A total of 800 rural women were trained on Micro Finance and other banking techniques while 124 youths received training on various vocational skills. In the two quarters of 2019, a total of 310 women and youths have received the same training.

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<sup>20</sup> Progress report 2017.

It is apparent that project performance on this outcome area is on track although it is still too early to measure the actual number of jobs and livelihoods that have been created since skills training is still on-going. This notwithstanding, the prioritized initiatives are strategic and highly potential of delivering the desired result targets.

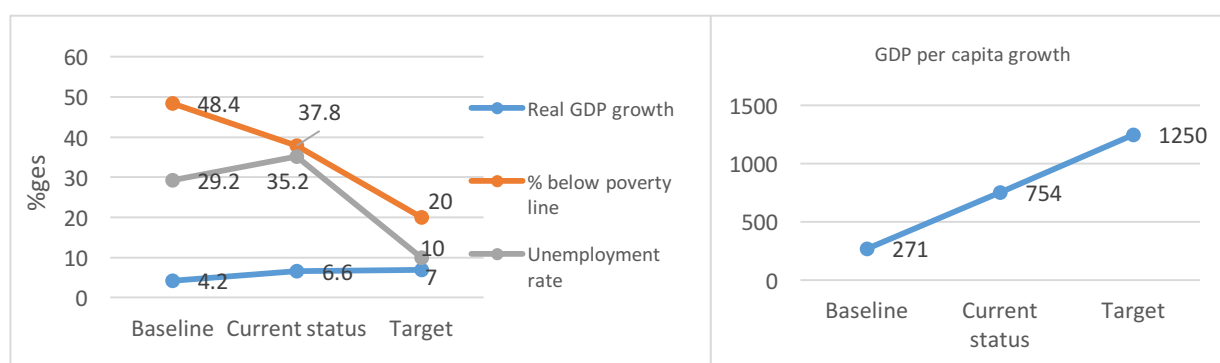
However, analysis of the component focus, performance indicators and the activities implemented especially in 2018 and the first 2 quarters of 2019 shows some degree of inconsistency. The component focus is on policy programming and implementation whose performance indicators would have been the number of policy dialogues/forums supported not the number of jobs and livelihoods created. This is because good and easy to measure indicators need to be set at the first effect level of an intervention. For example, whereas job and livelihood creation can be a function of policy improvements, the pathway is not direct and therefore not a good and easy to measure indicator because of the many cofounders in this relationship.

Overall, the MTR established that the supported initiatives under the EMP and EPSDP projects are strategic and well aligned with the desired results. The projects were directly derived from the CPD Outcome 1 indicators and therefore able to support its realization. However, the absence of the 3<sup>rd</sup> project that is supposed to respond to the other indicator may negatively affect the realization of the outcome. This notwithstanding, the evaluation captured evidence that portray that the achievement of CPD outcome 1 is on course as discussed in the next sub section.

### 2.2.3 Progress towards CPD outcome 1 indicators and targets

Four outcome level indicators were identified for CPD outcome 1. They are: i) Real gross domestic product (GDP) growth from 4.2% (2016) at baseline to 7% by 2021; ii) Percentage of population below \$1.75 per day ('poverty headcount') reduced from 48.4% (2010) at baseline to 20% by 2021; iii) increase in real GDP per capita from \$271 (2014) to \$1,250 by 2021 and iv) reduction in unemployment rate from 29.2% (National), 31.1% (rural), 28.4% (urban) as well as 20.9% and 38.3% among male and female respectively to 10% by 2021<sup>21</sup>.

According to the Economic Outlook for Gambia (2018) Real GDP has grown from 4.2% in 2017 to 6.6% in 2018 and that it continued to grow during the first half of 2019. GDP per capita also shows an upward trend having grown from \$271 (2014) to \$754 in 2018.



<sup>21</sup> CPD Results and Resource Framework.



Lower mid-income poverty is also indicated to have reduced from 48.4% in 2010 to 37.8% in 2018<sup>22</sup>. However, much as the Economic outlook for the Gambia indicates that poverty has declined as indicated in the figure above, these statistics cannot be verified without reference to results from the National Integrated Household survey. This is because there could be some variations in the measurement of poverty indicators.

However, the envisaged results in the employment sector seem not to have been realized despite the great investment committed under the two CPD outcome 1 projects. The 2018 labor force survey still indicate national unemployment rate stands at 35.2% and of these male and female constitute 44.7% and 55.3% respectively<sup>23</sup>.

Urban and rural unemployment rates are still high 23.4% and 76.6% respectively. In the rural areas the percentage of unemployed male and female is unexpectedly higher (74.3% and 78.4% respectively) than the baseline and even the project targets and the same is true in urban areas (25.7% and 21.6% respectively).

The Labour Force Survey further indicates that the percentage of the unemployed population that was previously employed is higher than that seeking first employment (70.2% and 41.0% for male and 29.8% and 59.0% for female respectively). The implications of these findings is that the factors that are making the Gambians unemployed are still very active and require further investigations.

In the light of the current unemployment situation and the programme target of reducing unemployment to 10%, the achievement of this target hangs in balance. Accordingly, the 4000 targeted entrepreneurs to be trained under the EPSDP constitute 1.7% of the 234,725 unemployed population aged between 15-64. Even if each trained entrepreneur is able to create 10 jobs (which may not even be possible), unemployment rate may not drastically reduce as projected. It is from this analysis that the MTR noted that the targets in relation to unemployment rate are a bit ambitious. The programme has however supported strategic initiatives with high potential of creating both jobs and incomes. This is envisaged to support job creation directly or indirectly. Below are some of the supported enterprises.



Nevertheless, the MTR noted that the delivery of outputs under each of the projects is on track and strategically positioned to support the realization of the outcome indicators. This will however be more possible if the current implementation bottlenecks are

<sup>22</sup> Economic Outlook for Gambia (2018).

<sup>23</sup> Gambia Labour Force Survey 2018.

adequately addressed. It is important for the key performance enablers to be harnessed while the inhibitors timely addressed as presented in the next sub section.

#### **2.2.4 Facilitators and inhibitors of performance**

As discussed under effectiveness analysis above, the performance of the project has been affected by a number of both facilitating and inhibiting factors which need to be appropriately responded to in order to accelerate programme success. They include the following.

##### **a) Facilitators**

- ✓ Building on previous initiatives like EMPRETEC program
- ✓ Good logical flow of the program design with good outcome-output linkages as well as well selected interventions
- ✓ Strong and Effective partnership eg FAO at GSI, ITC, ILO at GIEPA
- ✓ Anchoring CPD Outcome 1 project interventions in existing systems and structures:
- ✓ Adaptive program management eg advance procurement planning, UNDP management response to special audit through Direct payments for Entrepreneurship and private sector project and recruitment of a program Officer at The MoFEA PCU for improved monitoring and service delivery
- ✓ A highly facilitated NIM Implementation Modality coupled with long standing credibility of responsible parties
- ✓ Interventional focus on both up and down stream interventions coupled with UNDP's comparative advantage in Up and downstream interventions.

##### **b) Inhibitors and potential risks**

- ✓ Frequent changes at the Ministerial and permanent secretaries level
- ✓ Weak government multi-sectoral coordination mechanism
- ✓ Structural weaknesses at some PSC inhibits information sharing and effective communication
- ✓ Government's lip service to deep and holistic decentralization
- ✓ Some Interventions are in silos and piece meals as opposed to program interventions
- ✓ Formulation of the third project in response to CPD output 1.2
- ✓ Delayed Work Plan Approvals which hindered activity implementation in 2017
- ✓ Early closure of accounts resulting in lost time for the fourth quarter

#### **2.3 Efficiency**

Efficiency analysis was pivoted on the whether the programme successfully integrated cost effectiveness in its design and implementation. Central in the analysis is the appropriateness of the adopted strategies and models in ensuring economical use of resources while ensuring that maximum results are achieved, robustness of M&E system in ensuring systematic tracking of progress as well as the program financial performance hitherto as further explained hereunder;



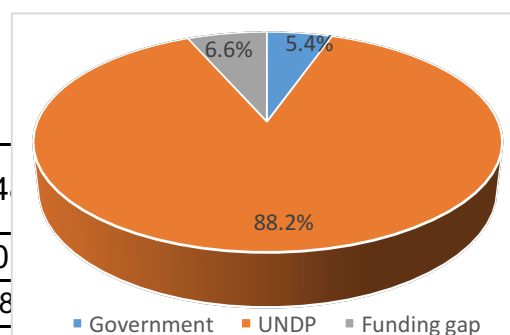
### 2.2.1 Programme financial performance to date

The two projects supporting the realization of CPD outcome 1 are to be implemented at a cost of USD 7,822,348 being contributed by both the government of The Gambia (422,348(5.4%) and UNDP (6,900,000 (88.2%). However, at the design of the EPSDP, a funding gap of USD 500,000 existed as shown in the table 2.1 and figure 2.2 below.

**Table 2.2: Programme Budget**

	Gov't	UNDP	Funding Gap	Total
EMP	221,748	3,900,000	-	4,121,748
EPSDP	200,600	3,000,000	500,000	3700600
Total	422,348	6,900,000	500,000	7,822,348

**Fig 2.2: Programme budget**

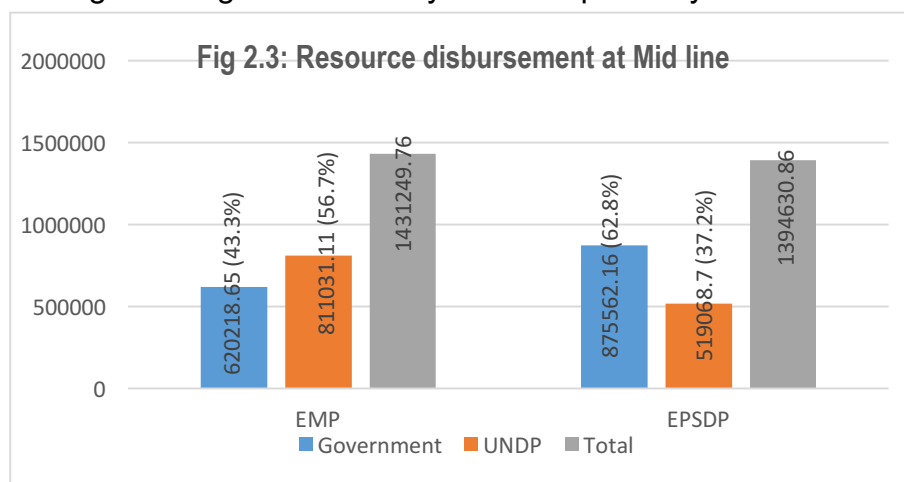


The overall implementation cost for the EMP and EPSDP stand at USD 4,121,748 and 3700600 respectively. The evaluation noted that out of the overall total budget, USD 1431250 and 1394631 have so far been realized for the EMP and EPSDP constituting 34.7% and 37.7% respectively as shown in the figure below.

**Table 2.2: Midline contributions**

Donors	Economic Mgt Project			EPSDP		
	Pledge	Contribution to date	%age	Pledge	Contribution to date	%age
Government	221,748	74,633.97	33.6	200,600	??	??
UNDP	3,900,000	1431250	36.7	3,000,000	1394631	46.5
Funding gap	-	-		500,000	-	
Total	4,121,748	1431250	34.7	3700600	1394631	37.7

Midline analysis of the projects budget realization reveals that government cash contribution towards the implementation of the two projects cannot be evidenced although 43.3% and 62.8% of the resources for EMP and EPSDP have been disbursed through the government system respectively<sup>24</sup>. On the whole, UNDP's midline



contribution towards EMP and EPSDP stands at 40.9%. UNDP is on track to providing the pledged resources and the achievement hitherto as shown in Fig 2.3 conveys hope that the pledged resources shall be availed by the end of the programme implementation.

The results above imply that UNDP continues to make significant contribution towards the implementation of the two projects which is an indicator of her strong commitment to support national development in Gambia. However, the midline contribution from the government is not evidence although it has provided its infrastructure and structures and systems to support the programme.

Since the project budgets were well aligned with activity implementation, the observed resource utilization rate has strong reflection on the level of activity implementation. However, a cross section of project implementation team revealed that activity implementation is on course with more than 80% of the planned mid-level activities successfully implemented. This is also in conformity with the audit report for the EMP that activity implementation is well on course. The evaluation noted that there is overall consciousness among the project implementation team to ensure efficient processes and deliver maximum results. The next sub section discussed the efficiency maximization strategies that were embedded in the project design and currently being implemented.

### 2.3.2 Efficiency enhancement strategies adopted

Analysis of the design of the two projects reveals a number of efficiency enhancement strategies. However, what is key in this analysis is how these strategies have been implemented and the efficiency gains that have been realized. This forms the basis of lesson learning and recommendations presented in the last section of this report.

#### i) The M&E system

The role of M&E system in ensuring efficient program implementation processes can never be overstated. It supports evidence-based programming and implementation through systematic tracking of progress, analysis of key barriers and documentation of best practices that consistently inform the next steps. The MTR noted that valuable efforts were undertaken to institute a clear monitoring and evaluation system for the two projects. Indeed the monitoring reports provided valuable inputs in the quarterly Project

<sup>24</sup> Combined Delivery Reports (2018-June 2019)

Steering Committee (PSC) meetings in which the project's progress was reviewed. This provided an opportunity for various stakeholders to take a detailed and objective look at the implementation processes and also provide guidance for project implementation. The evaluation noted that there has been deliberate and satisfactory efforts to ensure that the project implementation processes adhere to the approved project documents. This arrangement enables the establishment of a good match between project resources and outputs which is an indicator of efficient projects.

However, delays in the preparation and sharing of the M&E products coupled with the inconsistencies in the reporting formats to some degree compromise the robustness of the M&E system. As reflected in various quarterly reports, deployed reporting and feedback has been rampant to the detriment of timely activity implementation and overall program efficiency. Although improvements were reportedly realized especially in 2019, delays in reporting reportedly affected timely activity implementation in the period before.

## **ii) Periodic audits**

Audits constitute independent verification of the sound program expenditure as well as financial management and accountability systems in place. Adherence to financial management procedures is key in ensuring economical use of project resources. The evaluation noted that so far, the CPD projects have been audited once<sup>25</sup>. Although the audit opinions for the two projects were favorable, irregularities in compliance with the financial management procedures were noted but with management's commitment to rectify the anomalies. Nevertheless, the MTR noted the presence of strong financial systems to ensure proper use of resources.

## **iii) The National Implementation Modality**

The implementation of the two CPD outcome 1 projects is well anchored on the National Implementation Modality which puts government institutions at the forefront of the implementation processes. This arrangement is not only instrumental in ensuring effective government ownership of the interventions and subsequent contribution but also enables UNDP to execute an oversight function. Besides, the arrangement enables the program implementation to benefit from the guidance provided by the financial management procedures of both the government of The Gambia and UNDP. Furthermore, use of the existing structures and embedded government resources such as staff and infrastructure has notably been instrumental in keeping the overall program implementation costs low.

Although some delays have been occasioned by the double checking of the financial transactions by both the government and UNDP financial systems, this does not erode the efficiency gains presented by the NIM arrangement. This makes the need for structural improvements in the financial management system critical in order to fast track financial processes (see recommendations in section 3).

## **iv) Output based budgeting**

A review of the project work plans indicate that the budget was well allocated to planned outputs with only 8% allocated to general management services. This provided adequate guidance during annual and quarterly work planning and helped to ensure that each unit of project resources was directed at achieving a planned unit of outputs. According to

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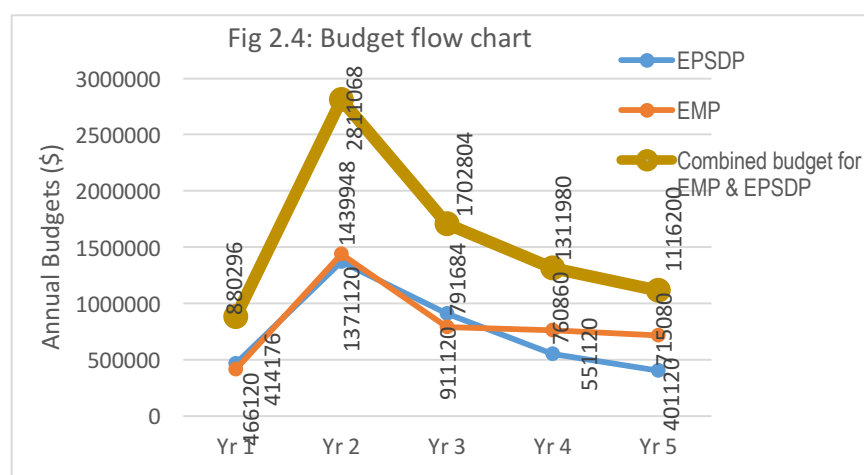
<sup>25</sup> Audit reports for the EMP and EPSDP dated April 4, 2019.

quarterly CDRs, project expenditure is well aligned with the planned outputs and activities. This has particularly been important in systematic tracking of activity implementation and budget utilization variations that support the design and implementation of corrective measures.

However, the MTR noted that whereas output based reporting was well adhered to in quarterly CDRs, the 2018 CDR was more general and providing little reflection on the program output-expenditure nexus. This hinders systematic linkages between the financed activities and the planned outputs.

#### v) The gentle project implementation inertia.

The budget flow across the entire implementation period is key to ensure efficient processes as it signifies the intensity of project activity implementation. Projects with more budget concentration in the mid implementation phases are often efficient as these indicators that the level of project budget is commensurate with the intensity of activity



implementation. Analysis of the budget flows for both EMP and EPSPD show a fair distribution with much of the budget concentrated in the 2<sup>nd</sup> and 3<sup>rd</sup> years where the intensity of activity implementation is relatively higher than in other years as shown in figure 2.4.

The evaluation noted that the budget flow rhymes with the intensity of activity implementation. The implication of this is that the project input-output nexus is consistent and strong. By design, each unit of input is well targeted to generate a corresponding unit of output. For both projects, the MTR noted that management costs have been kept within the acceptable ranges (less than 20%) for efficient projects. The management costs for EMP and EPSPD are 14% and 8.8% respectively.

### 2.3.3 Strengths and Weaknesses of the adopted cost minimization strategies

**Decimal attention paid to results based reporting which stemmed from the lack of comprehensive results/resource framework.** It was noted that the overall results framework of CPD was the guiding tool in the implementation of the two projects. However, development of specific results framework at project level would have been more guiding. Efforts to develop project-based results framework are evident through the development of the 2019 results framework for the EMP. Whereas these are commendable efforts, the development of a comprehensive one covering all the project years would have been more ideal.

**Lengthy procedures in resource disbursement.** It was noted that a UNDP assisted NIM arrangement was used where by programme resources are disbursed direct through UNDP system or government. Discussion with key stakeholders revealed that

many times disbursements from UNDP in a way delays activity implementation. Identified causes of delay were delayed submission of paper work as well as lengthy financial management procedures.

**Decimal integrated activity planning and implementation.** The evaluation noted that whereas there were opportunities for integrated activity implementation especially merging some trainings, no efforts were undertaken to take advantage of such opportunities. Trainings of the PFMA and other financial management aspects such as single account could be merged to reduce costs.

**Inconsistence in the Combined Delivery Reports.** Whereas quarterly reports uses activity oriented reporting, the annual report is general. This inhibits efforts for activity-based analysis of the expenditures to ensure adequate adherence to activity budgets.

### 2.3.4 UNDP Role and Comparative advantage

**Coordination, Commitment and support from UNDP country office:** UNDP country office has played a critical supporting role in implementation of the two programme interventions. Coordination hinged on regularly bringing IPs and other stakeholders in planning, regular monitoring and approval of annual workplans as well as back stopping at critical junctions.

**Leveraging from other related UNDP funded projects and Technical Support;** Drawing experience from past programing, UNDP has been able to mobilize requisite resources and technical support from various doors and stakeholders to support the programme interventions. According to the two project documents, quite sizeable amount of financial resources has been martialed under UNDP initiative in terms of focus to support programming activities with no reported drop in donor contributions.

**Convening power and roles:** UNDP commands power among donor and government cycles because of its position in the development agenda and the UN system. It is this power and role that it brought on board the government departments and donors to working together to support and implement development initiatives such this programme interventions.

**Knowledge based Replicability from another UNDP programmes worldwide** Many times, UNDP implements many programs and has often used the lessons learnt from various programmes worldwide to initiate ideas towards the Gambia development Agenda.

**Program management experience and replicability:** The core of UNDP office mandate and preoccupation is in development programming and therefore stands out with an impeccable experience and audacity in running programmes to scale. This includes among others technical personnel with experience in programme management to the tune of nationwide scale ranging from previous country programs. Thus, most of the experiences in the management of past programing was highly valuable in the implementation of the two interventions in the current CPD program in the Gambia.

**Experience in Up and Down stream programming:** UNDP Country Office has requisite technical and years of experience in support to design strategies and policies

that drive development programming at the national level working. This has been the case with its working relations with government and development partners at the national level as well as micro level with CSOs as part of the implementing agencies. Thus, implementation of the two interventions UNDP has drawn from her past successes to successfully steer the CPD programme interventions.

**UNDP in collaboration with other partners supported domestic resource mobilization through public sensitization:** UNDP worked tirelessly with other partners notably with Gambia Revenue Authority through supporting sensitizations to the general public about their responsibility to pay taxes. This greatly improved national revenues tremendously for the Gambia.

### ***Challenges faced by the UNDP to perform its role effectively***

- Thin UNDP Program Management Specialists Team is often overstretched in execution of their program monitoring. Hence there were often delays in undertaking monitoring activities as well as responding to emerging issues.
- Lack of substantive M&E function within UNDP has further constrained the office to play its cardinal functions which in way impinges on the smooth operations of critical M&E function by UNDP Country Office.

## **2.4 Sustainability**

Programme sustainability analysis was anchored on the likelihood of both activity and benefit continuity beyond the programme funding period. Results indicate that CPD Outcome 1 interventions have well integrated the four pillars of sustainability namely; participation, ownership, contribution and capacity building. The mid-term evaluation generated a lot of evidence in support of the four pillars of sustainability as elaborated. It is however observed that effective programme sustainability faces both opportunities and challenges as presented hereunder

### **2.4.1 Opportunities to programme sustainability**

The programme sustainability potential lies in its design and implementation arrangements as well as the general socio-economic and political landscape of Gambia. These constitute the factors worth harnessing for ensuring the continuity of the programme interventions and benefits beyond the programme funding period as seen hereunder;

#### **i) Clear sustainability plans for the two projects have been developed**

At the design level, the projects documents have clear sustainability plans that elaborated the institutional anchoring in both MDAs and the private sector and CSOs actors for continued support of results. In the Economic management project capacity focused on infrastructure like IT, management information systems and staff training while in Entrepreneurship project linkages promoted with private sector like Gambia Chamber of Commerce and Industry.

#### **ii) Capacity building and trainings offered to Staff**

Capacity building formed one of the key intervention areas to implementing partners that formed IPs and other stakeholders. Capacity building comprised of human resource

development, infrastructure strengthening including equipment and institutional building at the upstream and downstream.

At the upstream, capacity building targeted MDAs through training to staff and infrastructure support. For example, the support in the areas of procurement and internal audit systems and processes and the Ministry of Trade, Industry and Regional Integration initiatives to strengthen the technical capacities of senior staff and partners in order to respond effectively to the demands of these reforms were case examples of at the upstream sustainability endeavors. Such capacity built will enable the ministries, departments and Agencies to carry on its duties and respond to the emerging demands in sustainable basis in the long-term beyond programme period. At the downstream institutions that benefited for local government ward councilors and management which has enhanced participatory bottom -up planning and budgeting. This capacity has made making development plans and budgets more people-centred and addressing local priorities.

Other downstream interventions were targeted at the private sector in institutional building and support frameworks were initiated and support forming a base upon which entrepreneur results would be sustained. Notable among others was the launch of the National Business Council, establishment of SME Help Desk as an inquiry point for MSME and launch of the research centre, development of the Youth App for the Chamber linking all youth related issues to meaningful business for employment creation and livelihood. The above institutions provide long-term sustained initiatives with adequate resource base and reach to the upcoming entrepreneurs specifically youth and women.

### **iii) Use of existing government structures and systems**

The programme is well anchored MDAs and their operational systems. Notable among these are the Ministry of Finance and Economic Affairs, Gambia Public Procurement Authority, Gambia Revenue Authorities, Office of The President; The Auditor General & National audit office, Personnel Management Office, the Ministry of Trade, Industry, Regional Integration and Employment (MOTIE), Ministry of Youths and Support (MOYS), Gambia Chamber of Commerce and Industry (GCCCI), Gambia Investment and Export Promotion Agency (GIEPA) and The Women's Bureau. Furthermore, support to the Government of The Gambia (GoTG) Public Financial Management (PFM) especially with the introduction of results budget instrument are some of the institutional frameworks aimed at enhancing sustainability of the programme interventions.

### **iv) Improvement in policy and regulatory environment supported by the program**

A spectrum of strategies and policies have been formulated that serve as key to the improvements in the environments in which development programs will be firmly anchored in MDA institutional policy and regulatory frameworks capable of sustaining results. Key among these policies and regulatory frameworks that are targeted at improvement of environment for sustainability of results include: Public Financial Management (PFM) reforms particularly the results budget instrument, operationalization of the Accountant General Department Strategic Plan (2019 – 2023)



and medium-term strategic plans for local government areas of Kanifing, Banjul, Kerewan, Mansakonko, Basse and Kuntaur and formulation of Aid for Trade Strategy. Policies on the other hand include the following: The Investment Policy, Industrial Policy, The Trade Policy, Development Planning Policy (2018 – 2022) for Directorate of Development Planning, the MSME Policy Update; Employment Policy; Youth Policy; Labour Act 2007 Review, the Entrepreneurship Policy<sup>26</sup>.

The development of a Catalogue of Technical and Regulatory Standards and the Introduction of Entrepreneurship Education into the Basic Cycle Schools stand out as key innovations for sustainability of entrepreneurship results. The review noted that the Catalogue of Technical and Regulatory Standards were to be an important tools that exporters, Industries and Processors will use for ever as a guide in meeting international standards when manufacturing for exports as well as domestic market requirements<sup>27</sup>. Thus, compliance with local and international standards will ultimately lead to production of competitive products and services as well as enterprise growth and development with ripple effects of sustained poverty eradication efforts for the benefit of the primary commodity producers especially the women and youth engaged in the agricultural production. As a one informative reference document, the catalogue will be a sought after all the time by all manufacturers in an effort to ensure they are abreast with latest developments in the market to meet international as well as local standards for market products development.

Introduction of entrepreneurship into Basic Education curriculum education in the Basic Cycle Schools exposed the School age children to entrepreneurial knowledge and skills and formed key sustainable interventions ever carried out in the entrepreneurship in the Gambia. The Introduction of Entrepreneurship education was therefore, a cornerstone to sustaining the programme results because it serves as a medium of exposing kids to entrepreneurship as a career at their tender age, a critical period to mold a productive citizen.

In support of the private Sector, the UNCTAD Master Trainers course that benefit private individuals 3 of who completed all the requirement of an International Master Trainer Certification. The certification and skills acquired provide a long-term opportunity for the private sector and the beneficiaries as key resources persons who will market their invaluable services within Gambia, the African continent and beyond. As professionals and earning from the skills gained, there is likelihood of sustaining the skills over and beyond the programme period. In short, the beneficiaries will support the attainment of the employment creation and livelihood in the coming years by providing efficient and effective services to entrepreneurs.

**v) Program consistence with Government priorities presents long term opportunities for sustainability**

Program interventions feed into Vision 2020 as operationalized in the NDP 2018-2021 providing opportunities of sustained funding from donors and government as technical

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<sup>26</sup> 2nd QTR PROGRESS REPORT- Support to Entrepreneurship and Private Sector Development 2017-2021-2019.

<sup>27</sup> 2018 ANNUAL REPORT: Support to Entrepreneurship and Private Sector Development



support from development partners. The Long-term financial commitment of government demonstrated by annualizing the subvention support and mobilizing the required investment funds to put in place a full boarded Songhai facility is critical to enhance resource sustainability advocacy for the participation of other funding partners. Thus, the political will and donor support sustainability is a guaranteed in the future. It is also envisaged that the active participation of both private sector, CBOs and NGOs operators that support government development initiatives is a plus to the program interventions.

The Inter Ministry, Agency and Private Sector partnerships present a sustainable synchronized, resource support in the long term through government budget support, increased tax and non-tax revenue to government critical for enhanced service delivery. For example, Single Window Business Registration that brings together MoTIE and the Ministry of Justice contracting dot.gov and its Gambian partner Cayorr Enterprise to set up the online business registration platform in Basse, URR (single window Business Registration) is an evidence of sustenance of the programme results. The operationalization of the institutional framework the SWBR served as a one-stop center comprising of all the different stakeholders involved in starting a business in The Gambia. These stakeholders include the Gambia Revenue Authority (GRA), the Trade License Offices (BAC) and the Social Security and Housing Finance Corporation (SSHFC). Such institutional structures are part and parcel of existing legal government structures in place to provide critical services. For instance, having easy access in terms of geographical access and short term i.e the formalization of businesses in provincial Gambia and reduce the cost of trekking up to Banjul or Knifing to register a business and registering within one working day imply that prospective local entrepreneurs and investors will feel attracting to such opportunities well beyond the programme period.

**vi) Bilateral support from Partners e.g FAO, ITC, ILO, EU, UNCTAD, UNCDF, UN WOMEN, and IFAD**

The support provides a critical synergy in sustainability of programme results in terms of critical areas of specialization and skills which undercut duplication and enhanced synergies for further scale-up and hence sustainability. Specifically, under the Entrepreneurship project idea was to establish collaborations for effectiveness and impact while minimizing resources duplication and of course creating critical linkages for sustainability with other partners on-going interventions.

**vii) Transformation of some projects into public private sector partnership e.g EMPRETEC**

Transformation of some projects into public/private sector partnership have the strong elements of sustenance of the programme results in terms of resource mobilizations and institutional framework development. For example, EMPRETEC Project-Transformation of the project into a public private partnership venture was being pursued. The Partnership undertaken and brought onboard likeminded interventions including the newly established Youth Empowerment Project funded by the European Union. It is envisaged that the EMPRETEC model is to be domesticated for sustainable adaptation.

**viii) UNDP initiated and supported Partnerships through South to South and Triangular cooperation enhanced bench-marking and continuous leaning**

UNDP used its leverage to explore South-South and Triangular Cooperation opportunities that will most likely contributed to sustenance of programme results. For example, the EMPRETEC partnership with Ghana on Entrepreneur development. Other learning visits engrained in Africa and South to South partnerships are similar to the Gambia context and so easy to sustain as the learners were the implementers of the programme interventions.

Furthermore, the are available opportunities one of which is building from past initiatives that include among others the Songhai project interventions from which elements of sustainability of the programme results were evident in resource sustainability because the well trained youth were able to sustainably harness the potentials in their communities to improve their livelihood and income levels as they enhance their natural resource base.

Prospects for harnessing of natural resources by the youth were also likely to trigger off economic activities that promote wealth creation, employment and incomes. This will create a snow ball effect if these resources are reinvested. The argument is based on the likelihood of the outcomes of the program being expanded and sustainable activities of rural enterprises engaged in Agro business (input supply, marketing, and processing), the rural zones will become socio-economically viable. These activities will generate employment in rural areas; increase the value addition of traditional crops and commodities.

The notable element of the Songhai initiative is the Social/institutional sustainability that entailed a focus on capacity building and strengthening institutions at all levels. The Key benefits included high level political support, synergy, cross-learning, economies of scale and peer support leading to more cost-effective implementation. The authorities (IP) have stated categorically that GSI is beyond a project and here to stay. It has strong political support and the goodwill to institutionalize it.

**2.4.2 Threats to Programme sustainability**

Despite the enormous sustainability opportunities and potential, the MTR also noted some challenges that would compromise effective sustainability if necessary redress measures are not adequately undertaken. These challenges are hereunder explained.

**i) Weak coordination mechanisms at government levels as there is a disconnect between upstream central government and downstream LGAs**

This threat is occasioned by lack of consistence in governance systems in situation where decentralization should be the nature of government administration. Much of the capacity building are upstream and little has been done at the local government level. As a consequence, there is low policy implementation which further jeopardizes sustainability of the programme results.

**ii) Weak decentralization policy implementation**

As alluded to above, local government areas are resource constrained and therefore can hardly sustain interventions like capacity building and financial support to enterprising youth, women and disability entrepreneurs. They cannot also afford to undertake studies to inform their planning as independent entities.

### **iii) Lack of National capacity development plan**

Despite the number of strategies designed to be undertaken to enhance economic development and development planning, there has been no deliberate plan to have national capacity development plan as part of the overarching approach at national and local government area level to ensure there is a framework built and given government subvention to deliver on that mandate.

### **iv) Limited and inadequate funding by government and heavy reliance on donor driven projects**

A scrutiny of the budgetary contributions to the projects' funding indicates very minimal government contributions and big proportions of the budgets are footed by development partners. The glaring example is the funding of the current NDP where again government contributions are not significant to make any impact on development agenda.

### **v) Decimal emphasis on cascading of the trainings downwards**

Local government areas are key implementers of government development programmes yet training in economic planning and other areas to do with research and data analysis have tended to be concentrated at ministry and Agencies level leaving local governments with limited capacity.

### **vi) High costs of attracting expertise from abroad eg trainings**

Training such as Aid management, research and data analysis and trade issues through UNCTAD are quite expensive and the Gambia government MDAs may not afford the high costs. This means that sustainability of some outcomes may be in jeopardy.

**High staff employee turnover** eg Ministers and Permanent secretaries attributed to changes in government, retirement, transfers and sackings which erodes institutional memory and political and technical support to project interventions being implemented in a given Ministry is a major cause for concern for sustainability of project interventions.

### **vii) Lack of a clear and well-resourced national strategy for continuous capacity building**

The support through CPD interventions has been adhoc and project specific but in the future, there is no clear approach on how capacity building will be enhanced to cater for issues like retooling and staff attrition at national level. For local governments it is worse because most of councillors may lose office with expiry of their mandates through subsequent elections.

Inadequate and poor service delivery infrastructure due to limited technical staff and expertise of government agencies highly render the CPD interventions have weak foundational roots for sustainability.

#### **viii) Lack of continued awareness and sensitization**

Due to lack of any national communication strategy by government, sensitization and awareness of the programme has been adhoc and specifically targeted like revenue awareness. This limited and inconsistent awareness has negative effects on the continuity of programme results.

#### **ix) The ever-changing political landscape and priorities**

Frequent changes at the Ministerial and permanent secretaries level impacts on the commitment and leadership that is required for effective and sustainable results. These frequent changes in leadership brings about uncertainty and is likely to derail policy direction and focus on some key issues.

### **2.5 Cross-cutting issues**

#### **i) Social Protection:**

The Gambia Government recognizes and prioritizes social protection and a key outcome in the National Development Plan 2018-2021 is that ‘the Poor and most Vulnerable benefit from Social Safety Nets and Social Security as an integral part of a Sustainable, Affordable, and Effective Social and Child Protection Systems’. The long-term vision (2015-2025) for social protection in the Gambia as indicated in the National Social Protection Policy (NSPP) seeks to establish an inclusive integrated and comprehensive social protection system that will effectively provide preventive, promotive, protective and transformative measures to safeguard the lives of all poor and vulnerable groups and contribute to broader human development, greater economic productivity, and inclusive growth.

From 2012 to date, a lot of knowledge on Social protection in the Gambia has been generated to guide the evolution of the social protection sector. In 2012, a National Social Protection Steering Committee was set up; 2012-13, a comprehensive diagnostics and mapping of the social protection system was done; 2013-14, the participatory formulation of its first-ever National Social Protection Policy (NSPP 2015-2035) and Implementation Plan (NSPIP) was drafted and approved by Cabinet in February 2016; The Gambia Social Safety Nets Diagnostic and the Fiscal Space Analysis for Social Protection in The Gambia were drafted in 2018; The Gambia Functional Review of Social Protection Coordination Mechanism was done in 2018 and finally the Social Protection Secretariat was established in 2019 to lead and coordinate the Social Protection Sector.

There are numerous Social protection programmes being implemented but the programmes are not coordinated and they are limited in scope compared to the high levels of poverty at 48.6% and needs. The Sector is faced with persistent and perennial issues such as fragmentation and low coverage of existing Social Protection programmes; inadequate budgeting and underfinancing of social sectors; low capacities; low coverage of social security and donor driven projects which affects the Social Protection sector.

A specific project under the UNDP CPD outcome 1 namely “Options enabled and facilitated for inclusive and sustainable social protection” was to support Government in this area but the support was contingent on Government embarking on establishing a Social protection Secretariat under the Office of the Vice President with the support of

development partners. The role of the secretariat is to support the National Social Protection Steering Committee in providing leadership and coordination across the totality of social protection efforts in the country, managing the social registry and working proactively with all providers of social protection programmes and services in national and local government and with development partners and non-governmental organizations.

The process of setting up the secretariat even though is ongoing, it is slow and thereby dragging the support from development partners such as UNDP. The evaluation revealed that UNDP even though has not yet designed this project, nonetheless they collaborated with World Food Organisation and supported the Fiscal Space Analysis for Social Protection in The Gambia and provided technical assistance to Government. The way forward for this component is to pool resources with other UN agencies and shift the support to where the UN has a comparative advantage i.e. knowledge generation and technical expertise.

## **ii) Gender Aspects:**

Government has made progress in putting gender equality and women empowerment on the forefront with the drafting of the National Gender and Women Empowerment Policy 2010-2020 and the Women's Amendment Act 2012 policy which focuses on the improvement of women's and girls' employable skills and job opportunities, ensuring parity in primary, secondary and tertiary education, improving women's and girls' entrepreneurial skills and opportunities in all productive sectors, mobilizing resources for gender equality and women's empowerment interventions, and ensuring the proper coordination, monitoring and evaluation of women and gender-related programmes.

Gender mainstreaming is a key principle of programming in UNDP and as such supported projects' design and conceptualization is based on evidence and information that is gender disaggregated and well informed on the latest analysis on the situation of women. In the Project, 'Support to Entrepreneurship and Private Sector Development for Inclusive Growth, Employment Generation and Poverty Reduction 2017-21', the main strategy is promoting equitable gender representations in the project beneficiaries. This is further buttressed in the results framework of the project which closely monitors and reports on the gender dimensions of the project for e.g, Number of gender-sensitive strategies, in place at the national and sub-national levels to generate and strengthen employment and livelihoods, number of new jobs and other livelihoods generated, disaggregated by sex and age to name a few.

The evaluation also discovered that at the project sites, the representation of both project staff and beneficiaries is gender balanced and provisions are made to ensure that women are benefitting from the projects. There were no reported cases of gender discrimination except in the Shonghai project where female students felt that the options in the curriculum is not gender friendly as most females find food processing very attractive as a skill to learn and livelihood after training, but it is not offered at the center. Another gender issue was the employability of the female students after graduation is not that promising as most employers prefer hiring male students.

A constraint that the evaluators realized was that UNDP does not have a gender policy to lay the foundation for a systematic gender mainstreaming and guide implementation of programmes.

### **iii) Human Rights Based Approach:**

UNDP utilizes the principles of programming such as the HRBA and core in the outcome being evaluated is the reduction of poverty and inequality for the vulnerable groups. It is evident that in all the projects, members of marginalized groups such as low-income families and women are targeted in the design to the implementation of the projects. The rights of the beneficiaries are safeguarded and UNDP support to social protection under this outcome is an example of its commitment to protect vulnerable groups and reaffirms the Human rights principle that every member of society has the human right to social protection.

One key notable finding in the evaluation is that people with disabilities were missing in all the projects. The project documents do not specifically capture this group in the design nor implementation for inclusion in the projects. This is a deviation from the SDGs pledge of 'leaving no one behind' and there needs to be a concerted effort in ensuring that the environment, policies, curricula, etc. are responsive for people with disabilities.

## 3.0 Conclusions, Best practices, Lessons learned and Recommendations

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On the basis of the findings presented in the previous section, the following conclusions, best practices, lessons learnt and recommendations are derived.

### 3.1 Conclusions

**Relevance:** The designed programme interventions are relevant on the basis of both external and internal consistence. Externally, the interventions are well aligned with both UNDAF and UNDP strategic directions on one hand as well as government development agenda on the other. It is noted that the degree of alignment of the overall UNDAF with the national development priorities is a significant factor that influences the alignment of specific projects.

The programme strategy of prioritizing up and down stream interventions is particularly good and has great potential of facilitating the realization of outcome level results. However, the absence of the third project in response to the other CPD output is a potential risk to the full realization of the intended outcome results.

The integration of programme implementation within government structures and systems is of great significance in promoting national ownership, participation, contribution and capacity strengthening which are key pillars of sustainability. However, government financial contribution in programme implementation still decimal and not evidenced.

Emphasis of results has been an integral part of programme implementation. Adherence on output based work plans and budgets has been a good strategy of maintaining a strategic focus on the results. However, weaknesses in the M&E system have been evident especially due to lack of comprehensive results frameworks at project level.

Furthermore, emphasis on cross cutting issues particularly gender is well articulated in the project documents and gender is indeed given consideration through programme implementation. The need for gender disaggregated data in reporting is well appreciated and besides, the gender study that was supported by the programme further signify commitments towards gender mainstreaming. However, for the set gender targets to achieved, the programme should have developed and implemented an affirmative action for gender and disability mainstreaming.

Although the need for partnerships in programme implementation is recognized in the programme document and given the on-going efforts to popularize and adopt DaO approach, programme commitment to building partnership have not be strong. Although programme staff indicated that the funding gaps in the implementation of the EPSDP would be covered by the EU funded Youth Entrepreneurship project, there was no documented evidence or even joint arrangement for achieving this.

As regards effectiveness, progress towards both outcome and output level results is impressive. Real GDP growth from 4.2% at baseline to 6.6% has been registered while GDP per capita is also reported to have grown from \$ 271 (baseline) to \$ 754. Head count poverty is reported to have also dropped from 48.4% to 37.8%. It is only the



employment related indicators that show a worsening trend from the captured baseline values.

Save for the EPSDP interventions that have direct impact on the employment situation, there is little empirical association between the registered improvements in the outcome indicators with the delivered outputs. Nevertheless, the programme has delivered well on its output targets with more than 80% of the planned mid line activities completed by the time of the evaluation.

In respect to efficiency, there is general consciousness on the need for economical use of programme resources. As such, strict adherence to both UNDP and Government of Gambia's financial management policies has been emphasized. Periodic audits have been commissioned in tandem with the UNDP financial management policy and commitment to rectifying the identified audit issues was reported especially in the Ministry of trade.

Disbursement of funds has been well aligned with approved work plans and accountability requirements. However, there is a general outcry over the bureaucratic procedures that have many times occasioned delays in disbursements and consequently activity implementation.

Resource absorption is within the expected range averaging at 40.9% for both projects. It would have been possible to see half of the programme budget utilized at midline had it not been the delayed start of the projects. Performance of the first project year (2017) was poor although great improvements have been registered in the subsequent implementation phases (2018 and the first 2 quarters of 2019).

There are enormous opportunities for programme sustainability emanating from clear sustainability plans that have been developed, alignment of the programme interventions with nation priorities as well as the integration of the implementation arrangements within government structures.

### 3.2 Best Practices

The MTR took note of some programme implementation strategies that have consistently yielded good results which have been documented hereunder as best practices.

**The use of existing structures in project implementation is associated with enormous efficiency gains.** This is particularly so with the gains made in the aid department of Ministry of Finance and Gambia Bureau of Statistics in terms of improvements in delivery of quality services and outcomes of the CPD.

**For effective implementation of programs, Baselines and capacity needs assessment are crucial in order to ascertain the strength and weaknesses of the existing structures and systems through which the program would utilize.** Evidence is drawn from the approaches of some of the initial activities in areas of capacity building and programmatic engagements undertaken to ascertain the baseline values which ultimately informed the design and approaches to successfully executed programmatic activities.

**Practical Coaching and mentorship provide more and better opportunities for knowledge and skills transfer as they provide systematic interaction between the trainer and the trainees hence facilitating continuous consultations and more practical guidance.** This perfectly worked in the case with the Entrepreneurship youth interventions, training councilors in making development plans as well as mentorship in auditing departments.

**A perfect mix of upstream and downstream interventional support yields faster and more direct programme benefits to the intended benefits.** Policy and strategies planned at national level and executed at lower government level yielded much in terms of results. For example, the standardization of products, reform of the youth policy had immense benefits to entrepreneurs penetrating markets and access to more employment opportunities by the youth.

**Re-engineering and Harmonization of Policies along MDAs is critical for sustenance of the programme results.** This so true with apparent evidence in the use of the aid effectiveness approaches, revenue generation by GRA and of course promotion of the entrepreneurship provide clear avenues of how government can effectively delivery development programming.

**Across all the programme interventions, Multiple partners and government agencies working together can amplify results building on comparative advantage of each partner and agency.** Fine examples in this regard can refer to donor government synergies particularly in areas of capacity building across MDAs (Ministry of finance, Audit department and Gambia Revenue Authority) and critical support from development partners ie. UNDP, WB, UNCTAD.

**Creation of awareness and sensitization of population about key national development policies and programs is a crucial method to achieve wide coverage.** This encourages buy-in and support by all segments of the population beyond the targeted beneficiaries increasing rapid replication of the policy and programme interventions across space and time which is very crucial to poverty reduction. A good example the revenue sensitization interventions.

**Employment of the national system have improved the robust and sustenance of capacity building initiatives and should be encouraged as the modus operandi in the remaining part of the programme period.** Interventions in capacity build interventions demonstrate that a lot has been achieved in terms of institutional resilience and MDAs that benefited from the interventions have demonstrated apt preparedness in delivering programme results in the years to come.

**The National Implementation Modality (NIM) continues to show superior results especially with regard to promoting national ownership and sustainability of the programmes.** The engagement of the MDAs as implementing partners in the all the projects' interventions has not only built the capacity and improved a sense of ownership and programming that attracts political and technical buy in which ultimately translates into sustainability of the programme.

**Single window business registration**-has enabled quick and easy and has served as inducement to the private sector investments leading to creation of employment opportunities.

### 3.3 Lessons learned

**Effective stakeholder participation is key for project success and sustainability.** In the two programme interventions, MDA participation through policy and strategic interventions as well targeted beneficiaries have led to remarkable achievements through retained capacity and of course direct benefits like access to international markets and marketable skills in case of UNCTAD certified trainees.

**Use of government structures is critical for securing government buy-in which enhances sustainability.** As referred to a number of the programme interventions have taken root and by their nature government MDAs have to own them. Cases in point are the policies and strategies domiciled in different government structures which have become part and parcel of the government structures give the fact that government agencies are the implementing structures.

**Staff retention is critical for the sustainability of a capacity strengthening program.** This particularly refers to institutional memory as well as core competences in as far as replication of skilling the incoming staff requires first line skilled staff are retained in the institutions to reinforce existing capacity and passing skills on to the others.

**Proper planning and design of national programs like the CPD require clear exit strategy to ensure an inbuilt sustainability plan.** This is especially true because the CPD interventions are supposed to contribute and are anchored in UNDAF, NDP and SDGs. Therefore, having clear exit strategy serves to enhance continuation and support of CPD results into successive development interventions serving as key to robust sustainability approaches.

**GOVERNMENT OF THE GAMBIA EMERGING STRATEGIC AREAS:** In the light of the programme support and the country development challenges, the MTR identified other **Emerging Strategic Areas** of support that can also contribute to the realization of the desired results under the medium and long term development framework of Gambia. They include inter alia;

**Need for continuous support in Aid coordination and effectiveness through dedicated monitoring.** This area being the backbone of the economic management requires continued and targeted support to ensure that systems and processes are well monitoring to check any gaps and lapses emerging.

**Need for a robust National Development Plan coordination and monitoring mechanism.** The Gambia as country that has adopted the policy of bottom-up planning, it is crucial there is well thought out practical mechanisms to ensure national priorities reflect the local area priorities. What this means is that there should be well knit cog like link between all entities engaged in national development planning in a manner that ensure consistent interactions in identifying priority targets as well as ensuring effective monitoring the results.

**Partnership strengthening and enhancement of the National statistical System, and Data analysis and management for greater impact on poverty reduction.** GBoS as the lead agent has acquired necessary capacity to undertake and produce quality data analyzed reports that informs policy, there is need for GBoS to initiate and enhance existing partnerships so that there is regular and sector specific statistical products that inform poverty reduction interventions across sectors and national and sub-national levels in local government areas. In addition, the partnership beyond government to include the private sectors could go a long way to enhancing initiatives targeting poverty reduction.

**Need for initiation of support for strategic planning of long-term national perspective studies such as the Gambia Vision.** To achieve better results in economic development, deliberate efforts should be undertaken to marshal resources for undertaking strategic planning of long-term national perspectives studies such as Gambia Vision. Such perspective studies are crucial for better development planning that is informed by realities of past development interventions as well as probable future predictions that rhyme with country's priorities and international development agenda such as SDGs.

**Need for The Gambia to position itself in benefiting from the African Continental Free Trade Agreement based on South to South and Triangular cooperation.** The recently inaugurated African Continental free trade opens up opportunities for the Gambia to exploit trade opportunities and exchange of expertise at the West African regional block continent ECOWAS and whole continent, south to south exchanges and UNCTAD. These opportunities are born out clearly demonstrated in the standardization of her products to complete globally and EMPRETEC initiatives as initiated and implemented through CPD interventions.

**Need for UNDP to use its niche in resource mobilization that will link upstream policy interventions with the downstream Community Development Emergency Program (PUDC).** As demonstrated in the UNDP support of the ongoing interventions, it is imperative that UNDP has a clout that clearly position it as well-placed resource mobilization entity. Therefore, that positioning in ability to mobilize adequate resources should be deployed in specifically bridging the gulf between upstream policy interventions with downstream community development emergency program for better CPD outcomes.

**Need for Innovative strategic interventions for enhanced SDGs framework implementation.** As matters stand now, SDGs framework for their implementation needs innovations aimed at coherence and strategic targeting across and within sectors at national and local government level for better results. Innovations such as mainstreaming SDGs across in inter and intra MDAs programmatic implementation process working in concert with UN agencies and UNDP taking the lead in the co-ordination roles.

### **3.4 Recommendations**

**The Government of Gambia ownership through budget allocations and subventions.** The government of the Gambia should mobilize adequate resources to be able to allocate appropriate budgetary allocations and subventions thereby reducing on

dependence on donors. This not only enhances sustainability of the programme results but enhances national ownership as well.

***Gov't should implement a clear and competitive staff retention strategy.*** Better staff remuneration and benefits of staff in key government departments like planning, aid office, Gambia Revenue Authority, Gambia Bureau of Statistics. This will serve to enhance capacity but also attract other competent staff to the vital positions.

***Development of Robust National Multimedia Communication Strategy.*** The strategy is long overdue yet it is critical for creating much more needed awareness to the citizens about the available trade and skills training opportunities that they can seize to improve on their wellbeing. A multimedia communication strategy therefore would go a long way in popularizing and sustaining the CPD and NDP results in manner that reinforces sustainability of development interventions.

***Creation of synergies with similar projects such as the youth Empowerment project & Reliance Women Empowerment Project.*** Synergies with similar projects have tendency to have reinforcement and replication effect that serves to achievement of maximum benefits by the targeted beneficiaries and institutions in a way that builds on past gains for better programme results. It can also provide opportunities to further strengthen existing capacity **development activities with business development services** (coaching, linkages to micro finance, etc) for a holistic and continuum package of capacity development.

***Creation of platforms by trainees to enable continuous intra capacity strengthening.*** This approach to sustain capacity should be embraced within the MDAs and private sector bodies to cater for gaps that arises as result of staff attrition due to mobility of staff to greener pastures, transfers and death and retirements in public service. In addition, they can use avenues such corporate responsibility initiatives that bring on board the expertise and financial resources from the private Sector and CSOs in specific sectors that can benefit them in form of continuous capacity building.

***Program visibility should be emphasized and supported through appropriate program branding.*** This should be done as part of the inaugural ceremonies and continuous monitoring using a multi-media approach to ensure wide range of publicity with wide geographical coverage and targeted audience particularly the beneficiaries.

***Recruitment of an M&E specialist by for strengthening of implementing partners' reporting capacity – RBM principles.*** The Role of a strong M&E support system in any phase of program and project is very critical. This should be done to ensure smooth implementation of the project cycle in sense that there is timely reporting that enhances better planning and execution of project activities for yield of results.

***Need for efficiency improvement in the financial systems to allow faster resource disbursement and procurements.*** A number of IPs complained of delayed disbursements that often resulted into delayed activity implementation. Much as the systems should be followed in financial management processes, there is need for streamlining process issues to timely expedience of financial resources to partners and services providers.

**UNDP should focus on interventions where it has comparative advantage.** Should put more focus on upstream policy support and capacity strengthening and leave micro-level interventions to local partners.

**UNDP to work on ensuring the inclusion of marginalized groups in their support by incorporating gender and disabled friendly curriculum** to capacity building projects, ensuring that there exists a conducive environment for all people regardless of gender or ability **in order to abide by the SDGs “leaving no one behind” principle.** The focus on ensuring strategic implementation of SDGs in all the programming aspects and support should be monitored closely in the interventions under CPD and how they feed into UNDAF, NDP and UN as One.

**UNDP should explore and where possible support Government’s identified emerging Strategic areas.** This will ensure UNDP programme is targeted at national priorities that have more effects on economic development while considering vulnerable groups such as women, youth and disabled persons.

#### 4. Annexes

**Annex 1: OECD/DAC Ranking table**

	Rating (Highly satisfactory, Satisfactory, Unsatisfactory, Highly Unsatisfactory, Not applicable)					Rationale
	1	2	3	4	5	
<b>Impact</b>						The programme projected to be highly impactful because its strategic focus on up and down stream interventions. The policy improvements effected by the programme have the potential of creating long term changes in the overall functioning of the economy. The created jobs and livelihoods are projected to cause lasting improvements in the beneficiaries' welfare indicators overtime. What is however critical is the planned sustenance of the programme achievements to be able to create the desired long term changes.
<b>Sustainability</b>						The sustainability of the programme is much possible due to the deliberate effort to develop and implement sustainability plans for the two projects. Besides, the implementation approach (UNDP assisted NIM and NIM) well integrates the four fundamentals of sustainability (stakeholder participation, ownership, contribution & capacity strengthening). What is however required in the next implementation phase is the systematic implementation of the designed sustainability plans and continued engagement with government to integrate the programme initiatives into national planning framework aided by the developed policies.
<b>Relevance/ Design</b>						Externally, programme interventions are consistent with the development framework of Gambia as well as UNDP's strategic direction. The implemented projects were directly derived from the CPD outputs which also stem from UNDAF. Thus, there is satisfactory consistence between UNDAF, CPD and project level interventions. Internally however, the decimal attention paid to the development of project specific results framework in a way compromises the entrenchment of results-based management



	Rating (Highly satisfactory, Satisfactory, Unsatisfactory, Highly Unsatisfactory, Not applicable)					Rationale
	1	2	3	4	5	
						which is a key requirement for the enhance effectiveness and efficiency.
<b>Effectiveness</b>						Progress towards outcome indicators is visible aided by satisfactory programme delivery of the planned outputs. Some of the macro-economic outcome level indicators already shows positive and upward trends except for the employment related indicators. Nevertheless, at micro level, the programme has supported job creation initiatives that have potential of impacting national statistics over time.
<b>Efficiency</b>						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 delays in the disbursement of funds pose a serious threat to efficient activity implementation and likely to affect achievement of full results within the allotted time .

## Annex 2: Programme Mid line performance summary

Programme interventions	Baseline	Target	Achievement
<b>Output 1: Strengthen capacity for sound economic (fiscal) policy, research and data for evidence based decision-making.</b>			
Support GBoS to conduct surveys	2	5	<ul style="list-style-type: none"> <li>User needs survey</li> <li>Tourism Establishment survey</li> <li>Support to HIS 2019/20</li> </ul>
M&E training	25	25	<ul style="list-style-type: none"> <li>overseas training to one GBoS staff on multidimensional poverty analysis</li> <li>25 statisticians and data managers on CS-PRO</li> <li>19 staff from various sectors received data analysis training using STATA &amp; Tableau</li> </ul>
<b>Output 2: Enhance capacity for pro-poor and gender-responsive budgeting, resource allocation, management and reporting</b>			
Sensitization on PFMA (2014) Overseas trainings to Directorate of Loans and Debt Management; Accountant General & Directorate of Budget Strategic plan development & review of strategic documents			<ul style="list-style-type: none"> <li>119 staff from AGD</li> <li>Debt management and sustainability</li> <li>COBIT 5 Implementation and ISO 27001(ISMS).</li> <li>Designing and Monitoring and Evaluation Tool for Aid Coordination</li> <li>Gender statistics &amp; responsive budgeting</li> <li>EPICOR 10 in Tanzania as part of efforts to strengthen capacity and facilitate IFMIS rollout</li> <li>Accountant General's Department five-year strategic plan (2019 – 2023)</li> <li>Review of the Gambia Aid Policy (2015 – 2020)</li> <li>Annual review of the NDP</li> <li>Annual progress report on NDP implementation status</li> <li>Development of Land Mgt policy</li> </ul>
Design of M&E tools			<ul style="list-style-type: none"> <li>Work in progress under SMD Policy Management Group.</li> </ul>
<b>Output 3: Build and strengthen capacity for effective development planning, monitoring and evaluation across Government and Councils</b>			
Planners quarterly meetings		8	<ul style="list-style-type: none"> <li>All the 8 quarterly planners meetings have been successfully held.</li> </ul>
Development & review of sectoral & Regional Strategic plans			<ul style="list-style-type: none"> <li>Development Planning policy</li> <li>Strategic plans for Kerewan, Mansakonko, Kanifing, Banjul, Kuntaur &amp; Basse LGA's</li> </ul>

Programme interventions	Baseline	Target	Achievement
Capacity strengthening for strategic planning			<ul style="list-style-type: none"> <li>50 planners trained on project planning &amp; proposal development</li> <li>34 planners &amp; M&amp;E officers trained in Results Based Monitoring</li> <li>Village and Ward Development Committees and Management of Councils (Kerewan and Mansakonko)</li> </ul>
Equipment for the regional planning unit			<ul style="list-style-type: none"> <li>Hardware ICT equipment provided worth 37,962\$ provided</li> </ul>
Sensitization on key national documents			<ul style="list-style-type: none"> <li>Sensitization on PPP provided to 37 participants</li> </ul>
Capacity strengthening in land and property valuation & GIS			<ul style="list-style-type: none"> <li>39 MoLRG&amp;RA &amp; Council Staff received a 40 day training.</li> </ul>
<b>Output 4: Strengthen capacity for effective public finance management, internal controls and increased accountability in government operations.</b>			
A comprehensive survey on LGAs financial and accounting systems			<ul style="list-style-type: none"> <li>Survey was conducted.</li> </ul>
Sensitization on PFM reform programs & taxes			<ul style="list-style-type: none"> <li>Workshop was held with SCOs</li> <li>TV &amp; Radio adverts aired</li> <li>Tax seminars (professional bodies &amp; Tertiary institutions &amp; National assembly members &amp; staff.</li> <li>Sensitization on single Treasury Account</li> </ul>
Capacity strengthening in Audit			<ul style="list-style-type: none"> <li>Overseas (Nairobi) for PFM staff on Audit &amp; Risk Mgt.</li> <li>25 Internal audit staff trained on specialized audit skills &amp; program.</li> </ul>

## **Project 2: Entrepreneurship and Private Sector Support Project (EPSDP)**

Output 1: Support the creation of an enabling environment for private sector development by supporting greater dialogue especially regarding employment, livelihood creation and entrepreneurship.

Programme interventions	Baseline	Target	Achievement
Formulation & review of policies guided by studies	2	5	<ul style="list-style-type: none"> <li>6 policies &amp; regulations have been completed. They are; National Standards and Regulation for Bread; The MSME Policy; Youth Policy; Labour Act 2007; National MSME Policy</li> <li>Formulation of Aid for Trade Strategy; Employment Policy &amp; Lbr Action plan were still on going by close of qtr 2.</li> <li>4 studies conducted (Gender mainstreaming; MSME mapping exercise; Labour Force Survey &amp; feasibility for Tech-hub).</li> </ul>
Policy implementation			<ul style="list-style-type: none"> <li>Entrepreneurship policy specifically: i) Development of a Catalogue of Technical and Regulatory Standards; ii) Introduction of Entrepreneurship Education into the Basic Cycle Schools</li> </ul>
Equipment			<ul style="list-style-type: none"> <li>50 I pads, 5 Dell Intel 1505 laptops and 2 micro soft pro3 surface procured for GBoS.</li> </ul>

**Output 2: Developing the capacity of local entrepreneurs for improved productivity and competitiveness through training & skills development of existing interventions like Songhai and EMPRETEC**

ETW Trainings	4000	<ul style="list-style-type: none"> <li>14 ETWs were conducted across the country in 4 languages</li> <li>598 entrepreneurs trained</li> <li>352 businesses have demonstrated an improvement in their business through profits, book keeping and expansion of networks through project support</li> <li>A total of 723 jobs and 2675 livelihoods created</li> </ul>
Business Development Services		<ul style="list-style-type: none"> <li>337 businesses provided with BDS especially in Book keeping, expansion &amp; other necessary inputs.</li> </ul>
Trade fair		<ul style="list-style-type: none"> <li>61 businesses were supported to participate in GCCI International Trade Fair</li> <li>10 youth focus business were also supported to participate in the Youth Chamber of Commerce's trade fair.</li> <li>These avenues provide opportunities for networking &amp; sharing of innovative ideas that support business growth.</li> </ul>

**Output 2: Developing the capacity of local entrepreneurs for improved productivity and competitiveness through training & skills development of existing interventions like Songhai and EMPRETEC**

Programme interventions	Baseline	Target	Achievement
Entrepreneurship skills development and youths platforms			<ul style="list-style-type: none"> <li>▪ Launch of the Youth Connekt</li> <li>▪ Nation-wide sensitization conducted by the Youths council</li> <li>▪ Gambia- Songhai initiative supported.</li> <li>▪ 238 have been trained from the GSI</li> <li>▪ Launch of the youth App.</li> <li>▪ The PENDA platform has been supported. Held 4 committee meetings, career guidance day in which 100 secondary school students were coached.</li> </ul>
Investment/business & Export promotion			<ul style="list-style-type: none"> <li>▪ Review of GIEPA Investment Guide</li> <li>▪ Distribution 150 copies</li> <li>▪ 41 participants trained on international export</li> <li>▪ 15 businesses were provided business development services on export development.</li> <li>▪ Study tour to Rwanda to pick lessons for business and regulatory environment.</li> <li>▪ Single Window Business Registration</li> <li>▪ The launch of the business council</li> <li>▪ Establishment of the SME help desk &amp; research centre</li> </ul>
Financial literacy training for women			<ul style="list-style-type: none"> <li>▪ 800 women trained on micro-finance &amp; banking</li> <li>▪ All the 800 women have access to micro finance and are part of Reliance Women Empowerment Project.</li> </ul>
Income Generating skills training for the youths			<ul style="list-style-type: none"> <li>▪ 142 youth trained in various livelihood enhancement skills.</li> </ul>

### Annex 3: Data collection tools

1	Project name	
2	Specific role during implementation	
3	Institution/Organization	
4	Organisation's mandate	
4	Position in the Organization	
5	Date of the Interview	

#### **Introduction**

**Hello,**

My name is .....Your Institution/Organisation was selected on the basis of being a key partner and stakeholder in the project. The project is under mid term review whose primary purpose is to take stock of the achievements hitherto and capture feedback on the required modifications. You are requested to freely provide information that will enable the achievement of the evaluation objectives. Your views and opinions shall be treated with utmost confidentiality. To ensure this, the names of the respondents shall not feature anywhere in the report.

The interview takes about 30- 40 minutes and you are free to stop the interview at any point should you deem yourself unable to continue with it.

#### **A- Design and Relevance**

1. How effective was the design of the project?
2. What key development challenges did this project set out to address?
3. How does the project address these development challenges?
4. What specific strategies were undertaken at design stage to ensure enhanced project relevance? Probe for: stakeholder consultation & participation, needs assessments done etc
5. In case this same project is to be redesign, what modifications would you suggest and why?
6. Specifically, what gaps in the design of the project are evident to you?
7. In your opinion, how have such gaps affected the delivery of the project?
8. What recommendations would you suggest for the remaining project implementation period?

#### **B-Implementation**

1. How is the project being implemented?
2. What specific role does your organization play in the project implementation?
3. Any specific challenges you have faced during project implementation?

4. How have such challenges affected the implementation efficiency & effectiveness?
5. What remedies to the above challenges would you suggest?
6. What would you consider as the best and worst practices during project implementation?

#### **C-Efficiency:**

1. How adequate are the projects allocated funds for the implementation of the required activities by your organisation?
2. What gaps have you noted in the resource mobilization and management of the project?
3. To what extent are the resource management procedures being observed including value for money requirements?
4. What specific strategies are being deployed to improve efficiency during project implementation?
5. What more improvements do you consider necessary for enhanced project efficiency?

#### **D. Effectiveness:**

1. What are the major project achievements so far?
2. What has been the contribution of UNDP towards realization of project outcomes?
3. What factors beyond the control of the implementing partners that have influenced the outcome of the project?
4. Suggest ways on how the project can be effective in the future

#### **E-Sustainability**

1. What are the indications that the project achievements will be sustained?
2. What key obstacles would undermine the sustainability of the project results?
3. Suggest practical ways in which project outcomes can be carried on in the future

#### **F-Cross cutting issues**

1. How is gender mainstreamed in the design and implementation of the project?
2. How was Human rights inclusion and empowerment being promoted in the design and implementation of the project?
3. What key gaps are evident as far as gender and human rights mainstreaming in the project is concerned?
4. Give recommendations on how gender and human rights can be appropriately mainstreamed in this project or similar projects.

#### **F-Lessons learnt and best practices**

1. What have been the best and worst practices in addressing issues related to design and relevance, performance and success of the project?

#### **G-Recommendations**

1. What corrective actions do you recommend for the design, and remaining implementation of the project?
2. What are the appropriate actions to follow up or reinforce the benefits of the project?



3. What are your proposals for future directions underlining remaining part of the programming of the project?

FGD Guide for project beneficiaries

1	Project name	
2	Specific benefit received	
3	Location	
5	Date of the Interview	

### **Introduction**

- Project background
- Evaluation purpose and objectives
- Guidelines for the discussion

The discussion takes about 30- 40 minutes and you are free to opt out at any point should you deem yourself unable to continue with it.

### **B- Design and Relevance**

- a) How is the project designed? Probe for: awareness about the objectives & implementation arrangements.
- b) What have you liked most from this project and why?
- c) What are the key development needs is the project addressing?
- d) In case this same project is to be redesign, what modifications would you suggest and why?
- e) Specifically, what gaps in the design of the project are evident to you?
- f) In your opinion, how have such gaps affected the delivery of the project?
- g) What recommendations would you suggest for the remaining project implementation period?

### **B-Implementation**

7. How were you selected to participate in the project?
8. Any specific challenges you have faced during project implementation?
9. How have such challenges affected the implementation efficiency & effectiveness?
10. What remedies to the above challenges would you suggest?
11. What would you consider as the best and worst practices during project implementation?

### **C. Effectiveness:**

5. What are the major benefits which you have received from the project so far?
6. Is the project well on track to achieve its objectives?
7. What factors could be affecting the project?
8. Suggest ways on how the project can be effective in the future

### **E-Sustainability**

4. What are the indications that the project achievements will be sustained?
5. What key obstacles would undermine the sustainability of the project results?
6. Suggest practical ways in which project outcomes can be carried on in the future

### **F-Cross cutting issues**

5. How is gender mainstreamed in the design and implementation of the project?
6. How was Human rights inclusion and empowerment being promoted in the design and implementation of the project?
7. What key gaps are evident as far as gender and human rights mainstreaming in the project is concerned?
8. Give recommendations on how gender and human rights can be appropriately mainstreamed in this project or similar projects.

### **F-Lessons learnt and best practices**

2. What have been the best and worst practices in addressing issues related to design and relevance, performance and success of the project?

### **G-Recommendations**

4. What corrective actions do you recommend for the design, and remaining implementation of the project?
5. What are the appropriate actions to follow up or reinforce the benefits of the project?
6. What are your proposals for future directions underlining remaining part of the programming of the project?

#### Annex 4: List of evaluation participants

##### **Mid-Term Evaluation of CPD Outcome One “By 2021, Accelerated Inclusive and Sustainable Economic Growth to Reduce Poverty and Inequality for the Vulnerable Groups”.**

###### 1. Focus Group discussions with the staff at the **Kuntaur Area Council**

Number	Name of stakeholder	Designation
1.	Saihou Jawara	Chairman
2.	Musa S. Bah	Vice Chairman
3.	Pa Nfansu Darboe	CEO
4.	Morro Keita	Director of Finance
5.	Abdoulie Keita	Acting Finance Manager
6.	Gibba Jallow	Secretary
7.	Yama K. Cham	Senior Secretary

###### 2. Focus Group discussions with the members of the **Community in CRR North**

Number	Name of stakeholder	Designation
8.	Hamet Loum	Councillor Panchang
9.	Sorri Darboe	Councillor Banna
10.	Bakary Sowe	Councillor Karantaba
11.	Fanta Touray	Councillor Ballanghar
12.	Pa Wally Ndimbalan	Councillor Nyanga Bantang
13.	Hon. Mbemba KM Koteh	Councillor
14.	Janko Ceesay	Councillor
15.	Edrissa Ceesay	Councillor Chamen
16.	Aminata Jawo	Secretary Women's group

###### 3. Key Informant Interviews with beneficiaries of the **BDS in Farafenni and Kuntaur**

Number	Name of stakeholder	Designation
17.	Maimuna Barry	Poultry farmer
18.	Fatou Bah	Construction material trader

#### 4. Focus Group Discussions with the students at the **Gambia Shonghai Center**

<b>Number</b>	<b>Name of stakeholder</b>	<b>Designation</b>
19.	Mariama Suwareh	Student
20.	Isatou Sanyang	Student
21.	Hawa Nyang	Student
22.	Isatou Jammeh	Student
23.	Mariama Bah	Student
24.	Amie Dem	Student
25.	Yassin Jobe	Student
26.	Ramatoulie Kujabi	Student
27.	Amie Njie	Student
28.	Lamin S. Ceesay	Student
29.	Francis Jarju	Student
30.	Solomon Assiae	Student
31.	Mama Sanyang	Student
32.	Kebba Ceesay	Student
33.	Sait Cham	Student
34.	Binta F. Bojang	Student
35.	Kaddy Bah	Student
36.	Isatou Kassama	Student
37.	John B Jatta	Student
38.	Fatou M Jatta	Student
39.	Nyimansatou Cham	Student
40.	Kawsu Sillah	Student
41.	Bubacarr Bah	Student
42.	Kebba Sillah	Student
43.	Samba Sarge	Student
44.	Jerreh Saho	Student
45.	Lamin Darboe	Student
46.	Sulayman Sanyang	Student
47.	Modou Ngum	Student
48.	Malick Suwareh	Student

49.	Ousman Keita	Student
50.	Yaya Suwareh	Student
51.	Fatoumatta Sowe	Student
52.	Amadou Camara	Student

#### 5. Key Informant interviews with UN staff

Number	Name of stakeholder	Designation	Agency
53.	Nessie Golakai	Deputy Representative	UNDP
54.	Abdou Touray	Programme specialist	UNDP
55.	Omar Jallow	Social Protection Officer	UNICEF
56.	Dawda Samba	Program Policy Officer	WFP
57.	Omar Jagne	Lab head and Head of Experimentation	UNDP
58.	Ajara Sompo Ceesay	Head of solutions mapping	UNDP
59.	Yaya Jammeh	Head of Exploration	UNDP

#### 6. Key Informant Interviews with Government

Number	Name of stakeholder	Designation	MDAs
60.	Lamin Camara	Deputy Permanent Secretary	Ministry of Youth and Sports
61.	Penda Bah Sallu	Senior Assistant Secretary	Ministry of Youth and Sports
62.	Omar Badjie	Principal Economist and Project Manager	Ministry of Trade Industry and Employment
63.	Aziz Bala Gaye	Principal Economist and Outcome Coordinator	Ministry of Trade Industry and Employment
64.	Momodou Drammeh	Director of Enterprise Development Department	GIEPA
65.	Sadibou Jammeh	BDS Manager	GIEPA
66.	Musa Sanneh	President of the Business Advisory Chapter – URR	GIEPA
67.	Ousman Jasseh	Enterprise support Officer / M&E Officer	GIEPA
68.	Buba Sanyang	Permanent Secretary	Ministry of Lands, Regional Government and Religious Affairs

69.	Mariama Ndure Njie	Permanent Secretary II	Ministry of Lands, Regional Government and Religious Affairs
70.	Fatou Gibba	Director of Local Governance	Ministry of Lands, Regional Government and Religious Affairs
71.	Alhajie F. Saidykhan	Principal Decentralisation Officer	Ministry of Lands, Regional Government and Religious Affairs
72.	David Gomez	Deputy Director	Ministry of Lands, Regional Government and Religious Affairs
73.	Sainey Ndong	Principal Decentralisation Officer	Ministry of Lands, Regional Government and Religious Affairs
74.	Alieu SaidyKhan	Senior Decentralisation Officer	Ministry of Lands, Regional Government and Religious Affairs
75.	Saffie Dambelleh	Project Coordinator and Director	Ministry of Finance and Economic Affairs
76.	Nuha Nyassi	Officer in-charge of Economic Management Project	Ministry of Finance and Economic Affairs
77.	Hon. Mamburay Njie	Minister	Ministry of Finance and Economic Affairs
78.	Aji Sainabou Jallow	Senior Planner	Ministry of Finance and Economic Affairs t
79.	Ebrima Darboe	Director, Aid Coordination	Ministry of Finance and Economic Affairs
80.	Lamin Jobe	Deputy Director, DPP	Ministry of Finance and Economic Affairs
81.	Ibrahima MBS Kinteh	Deputy Director, DPP	Ministry of Finance and Economic Affairs
82.	Momodou Sambou	Principal Economist	Ministry of Finance and Economic Affairs
83.	Matty Njie Senghore	Manager Tax Education GRA	Ministry of Finance and Economic Affairs
84.	Mr. Momodou Lamin Bah	Accountant General	Ministry of Finance and Economic Affairs
85.	Amie Kolleh Jeng	Director, PFM	Ministry of Finance and Economic Affairs
86.	Jawara Mendy	Officer, Loans Department	Ministry of Finance and Economic Affairs
87.	Omar Jammeh	Economist	Ministry of Finance and Economic Affairs

## **Annex 5: Terms of Reference**

### **Terms of Reference for the Mid-Term Evaluation of CPD Outcome One: By 2021, Accelerated Inclusive and Sustainable Economic Growth to Reduce Poverty and Inequality for the Vulnerable Groups**

#### **1.0 Background**

The Country Programme Document (CPD) for The Gambia (2017-2021) was formally adopted by the Executive Board in September 2016, signaling the formal start of a new programme cycle. The CPD was anchored on three major programme pillars, namely: i) Poverty and Inclusive Growth, ii) Governance and Human Rights and Environment and sustainable Development.

Within the Poverty and Inclusive Growth, UNDP support has focused on three inter related and elements that reinforce the basic foundations of inclusive growth and poverty reduction while targeting to reach the un-reach and addressing inequality. UNDP support address the poverty, inequality and exclusion nexus, providing both upstream and downstream support and building on current programme cycle achievements: evidence-based planning, livelihoods and employment promotion; inclusive growth; and social protection. By strengthening inclusive processes in policy-making, planning and budgeting through the use of evidence will spur broad-based growth and economic diversification resulting to employment intensive programmes that will benefit all and reduce poverty and inequality. It addresses United Nations Development Assistance Framework (UNDAF) outcomes 1 and 3.2. By 2021, accelerated inclusive and sustainable economic growth to reduce poverty and inequality for the vulnerable groups and related to UNDP strategic plan outcome 1. Growth and development are inclusive and sustainable, incorporating productive capacities that create employment and livelihoods for the poor and excluded

These three elements include (a) National and subnational institutions enabled to achieve structural transformation of productive capacities that are sustainable and employment-and livelihoods-intensive. (b) Capacity of national and subnational-level institutions strengthened to deliver improved basic services, formulate pro-poor and gender-sensitive strategies and plans. (c) Options enabled and facilitated for inclusive and sustainable social protection. The later has not yet developed as a project but the earlier two became projects in September 2017.

UNDP's poverty and inclusive growth programmes support national government priorities as defined under the National Development Plan (NDP 2017-2021) and the Gambia Vision 2020. UNDP partners with the Government of the Gambia, with other development partners and civil society, to support the implementation of the poverty and inclusive growth and institutional capacity priorities. The UNDP Poverty and Inclusive Growth Unit provides programme and project support to various institutions and line ministries. UNDP acts as the lead agency in the UNDAF result area one which is Strengthening of national capacities economic management and governance.

#### **2.1 Evaluation Purpose**

2019 marks midway into the CPD (2017-2021) and therefore this is Mid-term Evaluation of the Outcome one of the Country Programme. UNDP commissions outcome evaluations to capture and demonstrate evaluative evidence of its contributions to development results at the country level as articulated in both the UN Development Assistance Framework (UNDAF) and UNDP Country Programme Document (CPD). These are evaluations carried out within the overall provisions

contained in the UNDP Evaluation Policy. In line with the Evaluation Plan of UNDP The Gambia, this outcome evaluation was planned for this year 2019 to assess the impact of UNDP's development assistance across the major thematic and cross cutting areas of economic management and governance outcomes. The UNDP Office in Gambia is commissioning this evaluation on economic management to capture evaluative evidence of the relevance, effectiveness, efficiency and sustainability of current programming, which can be used to strengthen existing programmes and to set the stage for new initiatives. The evaluation serves an important accountability function, providing national stakeholders and partners in Liberia with an impartial assessment of the results of UNDP governance support. The evaluation will also provide perspective on the changing post-dictatorial regime landscape and priorities. Coming close on the mid- term of the UNDAF and the UNDP CPD, it will also provide the Country Office with insights as relates for needs for strategic re-alignments and prioritization with a specific focus within its economic management sphere of work.

## **2.2 Evaluation Scope**

The outcome evaluation will be conducted during the months of April to June 2019, with a view to enhancing programmes while providing strategic direction and inputs to the mid- term evaluation of the UNDP country programme and the UNDAF, both scheduled to start in 2019 also.

Specifically, the outcome evaluation will assess:

The relevance and strategic positioning of UNDP support to Gambia on economic management; entrepreneurship and private sector development.

The frameworks and strategies that UNDP has devised for its support on economic management and evidence-based planning and budgeting; entrepreneurship, private sector development including partnership strategies, and whether they are well conceived for achieving planned objectives.

The progress made towards achieving an accelerated Inclusive and sustainable economic growth to reduce poverty and inequality for the vulnerable groups outcome, through specific projects and advisory services, and including contributing factors and constraints.

The progress to date under these outcomes and what can be derived in terms of lessons learned for future UNDP inclusive and sustainable economic growth support to Gambia.

The evaluation will consider the pertinent country programme outcomes and outputs focused towards strong economic management/ private sector development and entrepreneurship development for inclusive growth, as stated in the UNDAF and the 2017-2021 country programme document (CPD) for Gambia. The specific outcome under the UNDP CPD is to be assessed relates to UNDAF and country programme # 1 and 3.2. Gambia: accelerated inclusive and sustainable economic growth to reduce poverty and inequality for the vulnerable groups Annex 1

As described earlier the UNDP Gambia country office is implementing two projects (annex 2) that reside within this outcome. An analysis of achievements across all 2 projects is expected.

## **2.3 Evaluation Questions**

The outcome evaluation seeks to answer the following questions, focused around the evaluation criteria of relevance, effectiveness, efficiency and sustainability:



## Relevance:

To what extent is UNDP's engagement in sustainable and inclusive growth support a reflection of strategic considerations, including UNDP's role in the development context in Gambia and its comparative advantage vis-a-vis other partners?

To what extent has UNDP's selected method of delivery been appropriate to the development context?

Has UNDP been influential in national debates on economic management and inclusive growth to addressing poverty and inequality for vulnerable groups?

To what extent have UN reforms influenced the relevance of UNDP support to Gambia in the economic management and inclusive growth sector?

## Effectiveness

What evidence is there that UNDP support has contributed towards an improvement in national government capacity for economic management and private sector led growth for employment generation and poverty reduction? i

Has UNDP been effective in helping improve economic management and inclusive growth at the local level in Liberia? Do these local results aggregate into nationally significant results?

Has UNDP worked effectively with other UN Agencies and other international and national delivery partners to deliver economic growth, private sector development strategies?

How effective has UNDP been in partnering with civil society and the private sector to promote good economic management in Gambia?

Has UNDP utilized innovative techniques and best practices in its economic management and inclusive growth programming?

Is UNDP perceived by stakeholders as a strong advocate for improving government effectiveness and integrity in economic management in Gambia?

Considering the technical capacity and institutional arrangements of the UNDP country office, is UNDP well suited to providing economic management/private sector development support to national and local governments in Gambia?

What contributing factors and impediments enhance or impede UNDP performance in this area?

## Efficiency

Are UNDP approaches, resources, models, conceptual framework relevant to achieve the planned outcome? Are they sufficiently sensitive to the political and development constraints of the country (political stability, post crisis situations, etc)?

Has UNDP's governance strategy and execution been efficient and cost effective?

Has there been an economical use of financial and human resources?

Are the monitoring and evaluation systems that UNDP has in place helping to ensure that programmes are managed efficiently and effectively?

Were alternative approaches considered in designing the Projects?

## Sustainability

What is the likelihood that UNDP Economic management and inclusive growth interventions are sustainable?

What mechanisms have been set in place by UNDP to support the government of the Gambia to sustain improvements made through these inclusive growth interventions?

How should the Economic management and inclusive growth portfolio be enhanced to support central authorities, local communities and civil society in improving service delivery over the long term?

What changes should be made in the current set of partnerships to promote long term sustainability?

### ***Partnership strategy***

Has the partnership strategy in the economic management and inclusive growth sector been appropriate and effective?

Are there current or potential complementarities or overlaps with existing national partners' programmes?

How have partnerships affected the progress towards achieving the outputs

Has UNDP worked effectively with other international delivery partners to deliver on good economic management initiatives?

How effective has UNDP been in partnering with civil society (where applicable) and the private sector to promote good and sound economic management?

The evaluation should also include an assessment of the extent to which programme design, implementation and monitoring have taken the following cross cutting issues into consideration:

### **Human rights**

To what extent have poor, indigenous and tribal peoples, youth, persons with disabilities, women and other disadvantaged and marginalized groups benefitted from UNDPs work in support of economic management and inclusive growth?

### **Gender Equality**

The assignment will require the consultant/s to do a gender assessment of the outcome and show how gender sensitive in planning implementation and sharing of benefits specifically investigate the following:

To what extent has gender been addressed in the design, implementation and monitoring of economic management and inclusive growth projects? Is gender marker data assigned to projects representative of reality (focus should be placed on gender marker 2 and 3 projects)?

To what extent has UNDP economic management and inclusive growth support promoted positive changes in gender equality? Were there any unintended effects? Information collected should be checked against data from the UNDP country office' Results-oriented Annual Reports (ROAR) during the period 2017 - 2018.

Based on the above analysis, the evaluators are expected to provide overarching conclusions on UNDP results in this area of support, as well as recommendations on how the UNDP Gambia Country Office could adjust its programming, partnership arrangements, resource mobilization strategies, and capacities to ensure that the economic management and inclusive growth portfolio fully achieves current planned outcomes and is positioned for sustainable results in the future. The evaluation is additionally expected to offer wider lessons for UNDP support in the Gambia and elsewhere based on this analysis.

### 3.0 Methodology

The outcome evaluation will be carried out by a firm a team of evaluators(external team leader and a local consultant) and will engage a wide array of stakeholders and beneficiaries, including national and local government officials, donors, civil society organizations, academics and subject experts, private sector representatives and community members.

The outcome evaluation is expected to take a “theory of change” (TOC) approach to determining causal links between the interventions that UNDP has supported and observe progress in economic management and inclusive growth at national and local levels in the Gambia. The evaluators will develop a logic model of how UNDP economic management and inclusive growth interventions are expected to lead to improved national and local government management and service delivery the evaluators are expected to construct a theory of change for the outcome, based against stated objectives and anticipated results, and more generally from UNDPs economic management and inclusive growth to address poverty, inequalities and capacity development strategies and techniques.

Evidence obtained and used to assess the results of UNDP support should be triangulated from a variety of sources, including verifiable data on indicator achievement, existing reports, evaluations and technical papers, stakeholder interviews, focus groups, surveys and site visits.

The following steps in data collection are anticipated:

#### 3.1 Desk Review

A desk review should be carried out of the key strategies and documents underpinning the economic management and inclusive growth work of UNDP in the Gambia. This includes reviewing the UNDAF and pertinent country programme documents, the annual reviews of the UNDAF and UNDP CPD as well as a wide array of monitoring and evaluation documents of the economic management and inclusive growth projects, to be provided by the UNDP country office. Annex 3

The evaluators are expected to review pertinent strategies and reports developed by the Government of the Gambia that are relevant to UNDP’s economic management and inclusive growth support. This includes the government’s National Development Plan (NDP 2018-2021), the Gambia Vision 2020, and other national reports, to be made available by the UNDP Country Office.

The evaluators will examine all relevant documentation concerning the 2 main projects implemented within the economic management and inclusive growth area, including project TORs, annual and technical assessment reports.

#### 3.2 Field Data Collection

Following the desk review, the evaluators will build on the documented evidence through an agreed set of field and interview methodologies, including:

Interviews with key partners and stakeholders

Field visits to project sites and partner institutions

Survey questionnaires where appropriate

Participatory observation, focus groups, and rapid appraisal techniques

### 4.0 Deliverables

The following reports and deliverables are required for the evaluation:

Inception report

Draft Sustainable and Inclusive Economic Growth Outcome Evaluation Report

Presentation at the validation workshop with key stakeholders, (partners and beneficiaries)

Final Sustainable and Inclusive Economic Growth Outcome Evaluation report

One week after contract signing, the evaluation manager will produce an **inception report** containing the proposed theory of change for UNDPs work on economic management in the Gambia. The inception report should include an evaluation matrix presenting the evaluation questions, data sources, data collection, analysis tools and methods to be used. The inception report should detail the specific timing for evaluation activities and deliverables and propose specific site visits and stakeholders to be interviewed. Protocols for different stakeholders should be developed. The inception report will be discussed and agreed with the UNDP country office before the evaluators proceed with site visits.

The **draft evaluation report** will be shared with stakeholders, and presented in a validation workshop, that the UNDP country office will organise. Feedback received from these sessions should be considered when preparing the final report. The evaluators will produce an 'audit trail' indicating whether and how each comment received was addressed in revisions to the **final report**.

The suggested table of contents of the evaluation report is as follows:

Title

Table of contents

Acronyms and abbreviations

Executive Summary

Introduction

Background and context

Evaluation scope and objectives

Evaluation approach and methods

Data analysis

Findings and conclusions

Lessons learned

Recommendations

Annexes

## **5.0 Evaluation Team Composition and Required Competencies**

The outcome evaluation will be undertaken by a firm or a team of two consultants one must be external. The external consultant will be the Evaluation Manager and a local Associate Evaluator. Both international and national consultants can be considered for these positions, however one must a strong gender expert.

### **5.1 Required Qualifications of the Evaluation Manager**

Minimum Master's degree in economics, development management, public administration, regional development/planning, or other social science;

Minimum 10-15 years of professional experience in economic sector development, including in the areas of economic management, planning, regional development, gender equality and social services.

At least seven {7} years' experience in conducting external project evaluations using different approaches and these will include non- traditional and innovative evaluation methods

At least 5 years of experience in conducting evaluations of government and international aid organisations, preferably with direct experience with civil service capacity building;

Strong working knowledge of the UN and its mandate in the Gambia, and more specifically the work of UNDP in support of government, private sector and civil society in the Gambia;

Sound knowledge of results-based management systems, and monitoring and evaluation methodologies; including experience in applying SMART (S Specific; M Measurable; A Achievable; R Relevant; T Time-bound) indicators;

Excellent reporting, good interpersonal and communication skills, an ability to communicate with various stakeholders, and an ability to express ideas and concepts concisely and clearly;

Strong team leadership and management track record.

**5.2 The Evaluation Manager** will have overall responsibility for the quality and timely submission of the draft and final evaluation report. Specifically, the Evaluation Manager will perform the following tasks:

Lead and manage the evaluation mission;

Develop the inception report, detailing the evaluation scope, methodology and approach;

Conduct the project evaluation in accordance with the proposed objective and scope of the evaluation and UNDP evaluation guidelines;

Manage the team during the evaluation mission, and liaise with UNDP on travel and interview schedules'

Draft and present the draft and final evaluation reports;

Lead the presentation of draft findings in the stakeholder workshop;

Finalize the evaluation report and submit it to UNDP.

### **5.3 Required qualification of the Associate Evaluator**

Gambian citizen or persons with extensive experience working in the Gambia during the last 5 years;

Minimum master's degree in the economics and or development planning;

Minimum 5 years' experience carrying out development evaluations for government, private sector and civil society;

Experience working in or closely with UN agencies, especially UNDP, is preferred;

A deep understanding of the development context in the Gambia and preferably an understanding of economic management and development planning issues within the Gambian context;

A strong knowledge and understanding of gender issues as it relates to development programming and management

Strong communication skills;

Excellent reading and writing skills in English, and preferably also two or more local languages.

#### **5.4 The Associate Evaluator will, *inter alia*, perform the following tasks:**

Review documents;

Participate in the design of the evaluation methodology;

Assist in carrying out the evaluation in accordance with the proposed objectives and scope of the evaluation;

Draft related parts of the evaluation report as agreed with the Evaluation Manager;

Assist the Evaluation Manager to finalize the draft and final evaluation report.

#### **6.0 Evaluation Ethics**

The evaluation must be carried out in accordance with the principles outlined in the UNEG 'Ethical Guidelines for Evaluation' and sign the Ethical Code of Conduct for UNDP Evaluations Annex 5. Evaluators must be free and clear of perceived conflicts of interest. To this end, interested consultants will not be considered if they were directly and substantively involved, as an employee or consultant, in the formulation of UNDP strategies and programming relating to the outcomes and programmes under review. The code of conduct and an agreement form to be signed by each consultant are included in Annex.

#### **7.0 Implementation Arrangements**

The UNDP CO in collaboration with Government will select the evaluation team through an open process and will be responsible for the management of the evaluators. The DRR will designate a focal point for the evaluation that will work with the UNDP programme cluster, project teams at implementing partners' level to assist in facilitating the process (e.g., providing relevant documentation, arranging visits/interviews with key informants, etc.). The CO Management will take responsibility for the approval of the final evaluation report. The Cluster Programme Specialist or designate will arrange introductory meetings within the CO and the DRR or her designate will establish initial contacts with partners and project staff. The consultants will take responsibility for setting up meetings and conducting the evaluation, subject to advanced approval of the methodology submitted in the inception report. The CO management will develop a management response to the evaluation within two weeks of report finalization.

The Task Manager of the Project will convene an Advisory Panel comprising of technical experts to enhance the quality of the evaluation. This Panel will review the inception report and the draft evaluation report to provide detail comments related to the quality of methodology, evidence collected, analysis and reporting. The Panel will also advise on the conformity of evaluation processes to the UNEG standards. The evaluation team is required to address all comments of the Panel completely and comprehensively. The Evaluation Team Leader will provide a detail rationale to the advisory panel for any comment that remain unaddressed.

The evaluation will use a system of ratings standardising assessments proposed by the evaluators in the inception report. The evaluation acknowledges that rating cannot be a standalone assessment, and it will not be feasible to entirely quantify judgements. Performance rating will be carried out for the four evaluation criteria: relevance, effectiveness, efficiency and sustainability.

While the Country Office will provide some logistical support during the evaluation, for instance assisting in setting interviews with senior government officials, it will be the responsibility of the evaluators to logistically and financially arrange their travel to and from relevant project sites and to

arrange most interviews. Planned travels and associated costs will be included in the Inception Report and agreed with the Country Office.

## 8.0 Time-Frame for the Evaluation Process

The evaluation is expected to take **22 working days** for each of the two consultants, over a period of six weeks starting 1<sup>st</sup> May 2019. A tentative date for the stakeholder workshop is 21st June, and the final draft evaluation report is due the 30<sup>th</sup> June 2019. The following table provides an indicative breakout for activities and delivery:

Activity	Deliverable	Work day allocation		Time (days) for task completion
		Evaluation Manager	Associate Evaluator	
Review materials and develop work plan	Inception report and evaluation matrix	4	3	7
Participate in an Inception Meeting with UNDP Liberia country office				
Draft inception report				
Review Documents and stakeholder consultations	Draft evaluation report  Stakeholder workshop presentation	13	16	30
Interview stakeholders				
Conduct field visits				
Analyse data				
Develop draft evaluation and lessons report to Country Office				
Present draft Evaluation Report and lessons at Validation Workshop	Final evaluation report	5	3	7
Finalize and submit evaluation and lessons learned report incorporating additions and comments provided by stakeholders				
	totals	22	22	6 weeks

**Closing date for application is 22<sup>nd</sup> April 2019**

## Annex 6: List of Documents reviewed

Name	Year
The Gambia United Nations Development Assistance Framework (UNDAF) 2017-2021	2016
UNDP Country programme document for the Gambia (2017-2021)	2016
GoG- UNDP Shonghai Project document	2015
Evaluation of Pilot Gambia Shonghai Initiative Project	2016
The Gambia National Development Plan 2018-2021	2018
Labour Force Survey Report	2018
Economic Outlook for Gambia	2018
EMP Evaluation Plan	2019
Sustainability Plan for the Economic Management Project	
Economic Management Project document	
Economic Management Project Annual and quarterly Progress reports	2017,2018, 2019
Economic Management Project PSC minutes	2017, 2018, 2019
Economic Management Project work plans	2017, 2018, 2019
Integrated Household Survey	2016
Sustainability Plan for the Support to Entrepreneurship and Private Sector Development (2017-2021)	
EMPRETEC Terminal Evaluation	2017
EMPRETEC Project document	2014
EMPRETEC Ghana report on field monitoring and evaluation of bds activities	
Support to Entrepreneurship and Private Sector Development Project Annual and quarterly progress reports	2017, 2018, 2019
Support to Entrepreneurship and Private Sector Development Project PSC minutes	2017, 2018, 2019
Support to Entrepreneurship and Private Sector Development workplans	2017, 2018, 2019
Entrepreneurship and Private Sector Development Project document	
Evaluation of the pilot, Songhai Project in the Gambia-December 2016, Songhai business model project.	2016
A Final Audit Report and final management letter for the audit of the support to the entrepreneurship and private sector development for the inclusive growth, employment generation and poverty reduction(00095078)for the period 1 January to 31 December 2018	2018
Basse Local Area Council Profile	<b>2018</b>
Kanifing Area Council Profile	
Kuntaur Local Area Council Profile	
Brikama Local Area Council Profile	
Kerewan Local Area Council Profile	
Mansakonko Local Area Council Profile	
Basse Area Council Strategic Plan	



Kanifing Municipal Council Strategic Plan	
Kuntaur I Area Council Strategic Plan	
Kerewan Area Council Strategic Plan	
MansaKonko Area Council Strategic Plan	

## Annex 7: Evaluation Matrix

Relevant evaluation criteria/ Key Questions	Specific Sub-Questions	Data Sources	Data collection Methods/Tools	Indicators/ Success Standard	Methods for Data Analysis
<b>Relevance: Analysis of the internal and external consistence of the programme with particular focus on the soundness of programme strategy and alignment with national development agenda and UN strategic focus in The Gambia.</b>					
To what extent is UNDP's engagement in sustainable and inclusive growth support a reflection of strategic considerations, including UNDP's role in the development context in Gambia and its comparative advantage vis-a-vis other partners?	<ul style="list-style-type: none"> <li>• What specific support is UNDP providing?</li> <li>• What informs the support provided?</li> <li>• Is UNDP strategically positioned to effectively and efficiently deliver the support?</li> <li>• What niche does UNDP have in providing support in economic management?</li> </ul>	<ul style="list-style-type: none"> <li>• UNDP corporate strategy documents</li> <li>• Programme document</li> <li>• UNDP senior staff</li> <li>• Government officials</li> </ul>	<ul style="list-style-type: none"> <li>• Document review</li> <li>• Key informant interviews</li> </ul>	Consistence between UNDP's corporate strategy and the national needs for better economic management	Content and thematic analysis procedures
To what extent has UNDP's selected method of delivery been appropriate to the development context?	<ul style="list-style-type: none"> <li>• How is UNDP delivery support for national economic management?</li> <li>• How relevant are the delivery methods to the development context of The Gambia?</li> <li>• What are the strengths and weaknesses of UNDP's delivery methods?</li> </ul>	<ul style="list-style-type: none"> <li>• Programme document</li> <li>• Programme reports</li> <li>• Lessons learnt reports (if any)</li> </ul>	<ul style="list-style-type: none"> <li>• Document review</li> <li>• Key informant interviews</li> </ul>	The efficiency and effectiveness gains of UNDP's selected delivery methods	Content and thematic analysis procedures
Has UNDP been influential in national debates on economic management and inclusive growth to addressing poverty and inequality for vulnerable groups?	<ul style="list-style-type: none"> <li>• What has been UNDP's specific contribution in the debates?</li> <li>• What specific results are emerging from such contribution?</li> </ul>	<ul style="list-style-type: none"> <li>• Interviews with gov't officials &amp; UNDP senior staff</li> <li>• Relevant documents</li> </ul>	<ul style="list-style-type: none"> <li>• Document review</li> <li>• Key informant interviews</li> </ul>	UNDP's specific role in national economic mgt and inclusive growth debates.	Content and thematic analysis procedures

Relevant evaluation criteria/ Key Questions	Specific Sub-Questions	Data Sources	Data collection Methods/Tools	Indicators/ Success Standard	Methods for Data Analysis
To what extent have UN reforms influenced the relevance of UNDP support to Gambia in the economic management and inclusive growth sector?	<ul style="list-style-type: none"> <li>• What specific reforms has the UN undertaken?</li> <li>• How have they affected UNDP's operations in The Gambia?</li> <li>• How have such changes affected UNDP's contribution to national economic management &amp; inclusive growth sector?</li> </ul>	<ul style="list-style-type: none"> <li>• Relevant documents</li> <li>• Relevant UN staff</li> <li>• UNDP senior staff</li> <li>• Programme document</li> </ul>	<ul style="list-style-type: none"> <li>• Document review</li> <li>• Key informant interviews</li> </ul>	Specific ways in which the UN reforms have affected UNDP's support & contribution	Content and thematic analysis procedures
<b>Effectiveness: Analysis of the programme achievement with particular focus on the progress towards programme targets as well as factors for the observed level of programme performance.</b>					
What evidence is there that UNDP support has contributed towards an improvement in national government capacity for economic management and private sector led growth for employment generation and poverty reduction?	<ul style="list-style-type: none"> <li>• Has UNDP delivered all planned support?</li> <li>• Have the output and outcome indicators been achieved?</li> <li>• What evident linkage is there between the delivered outputs and observed outcomes?</li> <li>• What other unintended outcomes have been realised as well?</li> </ul>	<ul style="list-style-type: none"> <li>• Programme document</li> <li>• CO ROAR 2017 &amp;2018</li> <li>• Annual project reports</li> <li>• Programme staff</li> </ul>	<ul style="list-style-type: none"> <li>• Document review</li> <li>• Key informant interviews</li> </ul>	<ul style="list-style-type: none"> <li>• Extent to which planned output and outcome indicators have been realised</li> <li>• Other unintended outcomes that have been realised as well.</li> </ul>	Content and thematic analysis procedures
Has UNDP been effective in helping improve economic management and inclusive growth at the local level in Gambia? Do these local results aggregate into nationally significant results?	<ul style="list-style-type: none"> <li>• What specific programme results are noticeable at local level?</li> <li>• How are the local level programme results aggregated into national level results?</li> </ul>	<ul style="list-style-type: none"> <li>• Programme document</li> <li>• CO ROAR 2017 &amp;2018</li> <li>• Annual project reports</li> <li>• Programme staff</li> </ul>	<ul style="list-style-type: none"> <li>• Document review</li> <li>• Key informant interviews</li> </ul>	Relationship between down and upstream programme results	Content and thematic analysis procedures

Relevant evaluation criteria/ Key Questions	Specific Sub-Questions	Data Sources	Data collection Methods/Tools	Indicators/ Success Standard	Methods for Data Analysis
Has UNDP worked effectively with other UN Agencies and other international and national delivery partners to deliver economic growth, private sector development strategies?	<ul style="list-style-type: none"> <li>• How has UNDP partnered with other partners to deliver support for economic growth and private sector development?</li> <li>• What are the strengths and weaknesses of such partnership arrangements?</li> </ul>	<ul style="list-style-type: none"> <li>• Partnership strategy</li> <li>• Interviews with UNDP and other partner agencies</li> </ul>	<ul style="list-style-type: none"> <li>• Document review</li> <li>• Key informant interviews</li> </ul>	Efficiency & effectiveness gains of the partnership arrangements	Content and thematic analysis procedures
How effective has UNDP been in partnering with civil society and the private sector to promote good economic management in Gambia?	<ul style="list-style-type: none"> <li>• How has UNDP partnered with CSOs and private sector?</li> <li>• What are the strengths and gaps in the established partnership arrangements?</li> <li>• What improvements are necessary?</li> </ul>	<ul style="list-style-type: none"> <li>• Partnership strategy</li> <li>• Exiting MoUs</li> <li>• Interviews with selected CSOs, Private sector agencies and UNDP staff.</li> </ul>	<ul style="list-style-type: none"> <li>• Document review</li> <li>• Key informant interviews</li> </ul>	Efficiency & effectiveness gains of the partnership arrangements	Content and thematic analysis procedures
Has UNDP utilised innovative techniques and best practices in its economic management and inclusive growth programming?	<ul style="list-style-type: none"> <li>• What innovations and best practices have been incorporated in the delivery of UNDP support?</li> <li>• What are the improvements (if any) that are registered?</li> </ul>	<ul style="list-style-type: none"> <li>• UNDP staff</li> <li>• Other stakeholders</li> <li>• Programme reports</li> </ul>	<ul style="list-style-type: none"> <li>• Document review</li> <li>• Key informant interviews</li> </ul>	Efficiency & effectiveness gains of the partnership arrangements	Content and thematic analysis procedures
Is UNDP perceived by stakeholders as a strong advocate for improving government effectiveness and integrity in economic management in Gambia?	<ul style="list-style-type: none"> <li>• What are the perceptions of stakeholders towards UNDP's contribution towards economic mgt?</li> <li>• How can UNDP improve on the stakeholder perceptions towards its contribution?</li> </ul>	<ul style="list-style-type: none"> <li>• Interviews with selected stakeholders</li> <li>• Minutes of project meetings</li> </ul>	<ul style="list-style-type: none"> <li>• Document review</li> <li>• Key informant interviews</li> </ul>	Stakeholders perception about UNDP contribution towards national economic mgt and inclusive growth.	Content and thematic analysis procedures

Relevant evaluation criteria/ Key Questions	Specific Sub-Questions	Data Sources	Data collection Methods/Tools	Indicators/ Success Standard	Methods for Data Analysis
Considering the technical capacity and institutional arrangements of the UNDP country office, is UNDP well suited to providing economic management/private sector development support to national and local governments in Gambia?	<ul style="list-style-type: none"> <li>• In which specific ways is UNDP's technical and institutional capacity enabling it to best provide support?</li> <li>• How does the current technical &amp; institutional capacity of UNDP making is best suited to provide support?</li> <li>• What are the national coordination mechanisms in place?</li> <li>•</li> </ul>	<ul style="list-style-type: none"> <li>• Interviews with selected stakeholders &amp; UNDP staff</li> <li>• UNDP's strategic plan and corporate governance documents.</li> </ul>	<ul style="list-style-type: none"> <li>• Document review</li> <li>• Key informant interviews</li> </ul>	UNDP's comparative advantage in providing support for better economic management	Content and thematic analysis procedures
What contributing factors and impediments enhance or impede UNDP performance in this area?	<ul style="list-style-type: none"> <li>• What factors (internal &amp; external) that have enabled or hindered UNDP to provide the designed support</li> <li>• How can UNDP's performance be enhanced?</li> </ul>	<ul style="list-style-type: none"> <li>• Programme document</li> <li>• Programme reports</li> <li>• Programme staff</li> </ul>	<ul style="list-style-type: none"> <li>• Document review</li> <li>• Key informant interviews</li> </ul>	Facilitators & inhibitors of performance	Content and thematic analysis procedures
<b>Efficiency: Analysis of the appropriateness of the resource utilization with emphasis on strategies for maximum results achievement at minimum resource deployment.</b>					
Are UNDP approaches, resources, models, conceptual framework relevant to achieve the planned outcome? Are they sufficiently sensitive to the political and development constraints of the country (political stability, post crisis situations, etc)?	<ul style="list-style-type: none"> <li>• What are the strengths, weaknesses &amp; gaps in the UNDP approaches?</li> <li>• How can these approaches be improved on?</li> </ul>	<ul style="list-style-type: none"> <li>• Programme document</li> <li>• Programme reports</li> <li>• Programme staff</li> </ul>	<ul style="list-style-type: none"> <li>• Document review</li> <li>• Key informant interviews</li> </ul>	Efficiency gains of the UNDP's approaches.	Content and thematic analysis procedures

Relevant evaluation criteria/ Key Questions	Specific Sub-Questions	Data Sources	Data collection Methods/Tools	Indicators/ Success Standard	Methods for Data Analysis
Has UNDP's governance strategy and execution been efficient and cost effective?	<ul style="list-style-type: none"> <li>• How has the strategy ensured efficient use of resources?</li> <li>• What are the gaps in the UNDP's governance and execution strategy?</li> </ul>	<ul style="list-style-type: none"> <li>• Programme document</li> <li>• Programme reports</li> <li>• Programme staff</li> </ul>	<ul style="list-style-type: none"> <li>• Document review</li> <li>• Key informant interviews</li> </ul>	Efficiency gains of UNDP's governance & execution strategy.	Content and thematic analysis procedures
Has there been an economical use of financial and human resources?	<ul style="list-style-type: none"> <li>• What evidence is there to show that resources have been used economically?</li> <li>• What factors have influenced economical use of resources?</li> </ul>	<ul style="list-style-type: none"> <li>• Programme staff</li> <li>• Programme document &amp; reports</li> </ul>	<ul style="list-style-type: none"> <li>• Document review</li> <li>• Key informant interviews</li> </ul>	Evidence for the economical use of resources	Content and thematic analysis procedures
Are the monitoring and evaluation systems that UNDP has in place helping to ensure that programmes are managed efficiently and effectively?	<ul style="list-style-type: none"> <li>• What are the strengths, weaknesses and gaps of the UNDP's M&amp;E systems?</li> <li>• How adequate and functional is the M&amp;E system in place?</li> <li>• What is the quality of reporting and how regular is it?</li> <li>• What is the feedback process from the reviews?</li> <li>• What improvements are necessary in the UNDP's M&amp;E system?</li> </ul>	<ul style="list-style-type: none"> <li>• Programme staff</li> <li>• Programme documents &amp; reports</li> </ul>	<ul style="list-style-type: none"> <li>• Document review</li> <li>• Key informant interviews</li> </ul>	Efficiency gains of the M&E system.	Content and thematic analysis procedures
Were alternative approaches considered in designing the Projects?	<ul style="list-style-type: none"> <li>• What was the basis for designing the projects?</li> <li>• How was the projects identified, analysed?</li> </ul>	<ul style="list-style-type: none"> <li>• Programme staff</li> <li>• Programme document &amp; reports</li> </ul>	<ul style="list-style-type: none"> <li>• Document review</li> <li>• Key informant interviews</li> </ul>	The project identification process	Content and thematic analysis procedures

Relevant evaluation criteria/ Key Questions	Specific Sub-Questions	Data Sources	Data collection Methods/Tools	Indicators/ Success Standard	Methods for Data Analysis
<b>Sustainability: Possibility of benefit continuity with emphasis on opportunities and threats to sustainability.</b>					
What is the likelihood that UNDP Economic management and inclusive growth interventions are sustainable?	<ul style="list-style-type: none"> <li>• What is the evidence that the interventions shall continue beyond the programme funding period?</li> <li>• What factors would favour or inhibit sustainability of the interventions?</li> </ul>	<ul style="list-style-type: none"> <li>• Programme exit strategy</li> <li>• Interviews with gov't officials &amp; UNDP staff</li> <li>• National policies &amp; institutional arrangements</li> </ul>	<ul style="list-style-type: none"> <li>• Document review</li> <li>• Key informant interviews</li> </ul>	Opportunities & threats to programme sustainability	Content and thematic analysis procedures
What mechanisms have been set in place by UNDP to support the government of the Gambia to sustain improvements made through these inclusive growth interventions?	<ul style="list-style-type: none"> <li>• Is there a sustainability plan? What are its features?</li> <li>• What are the key strengths, weaknesses, gaps are inherent in the sustainability strategy?</li> <li>• What opportunities and threats underlie the sustainability plan</li> </ul>	<ul style="list-style-type: none"> <li>• Programme document</li> <li>• UNDP staff</li> <li>• Government officials</li> </ul>	<ul style="list-style-type: none"> <li>• Document review</li> <li>• Key informant interviews</li> </ul>	Availability of a sustainability plan for the gains.	Content and thematic analysis procedures
How should the Economic management and inclusive growth portfolio be enhanced to support central authorities, local communities and civil society in improving service delivery over the long term?	<ul style="list-style-type: none"> <li>• What gaps still exist in the delivery of support for economic management?</li> <li>• What long terms options would be significant?</li> </ul>	<ul style="list-style-type: none"> <li>• Programme document</li> <li>• National development documents</li> <li>• Gov't staff</li> <li>• UNDP staff</li> </ul>	<ul style="list-style-type: none"> <li>• Document review</li> <li>• Key informant interviews</li> </ul>	Options for advancing economic mgt & inclusive growth	Content and thematic analysis procedures
What changes should be made in the current set of partnerships to promote long term sustainability?	<ul style="list-style-type: none"> <li>• What are the main features of the current partnership arrangements?</li> <li>• What gaps do exist in the current arrangement?</li> </ul>	<ul style="list-style-type: none"> <li>• Partnership strategy</li> <li>• MoUs</li> <li>• UNDP staff</li> <li>• Other partners</li> </ul>	<ul style="list-style-type: none"> <li>• Document review</li> <li>• Key informant interviews</li> </ul>	Recommended changes in the partnership arrangements	Content and thematic analysis procedures
<b>Partnership: Analysis of the partnership framework and efficiency gains</b>					

Relevant evaluation criteria/ Key Questions	Specific Sub-Questions	Data Sources	Data collection Methods/Tools	Indicators/ Success Standard	Methods for Data Analysis
Has the partnership strategy in the economic management and inclusive growth sector been appropriate and effective?	<ul style="list-style-type: none"> <li>• What is the structure of the partnership strategy?</li> <li>• What are the key strengths, weaknesses and gaps of the strategy?</li> </ul>	<ul style="list-style-type: none"> <li>• Programme document</li> <li>• Partnership strategy</li> <li>• Interviews with stakeholders</li> </ul>	<ul style="list-style-type: none"> <li>• Document review</li> <li>• Key informant interviews</li> </ul>	Appropriateness & efficiency gains of the partnership strategy	Content and thematic analysis procedures
Are there current or potential complementarities or overlaps with existing national partners' programmes?	<ul style="list-style-type: none"> <li>• What other or potential complementarities or overlaps do exist?</li> <li>• What is/would be effect of such complementarities or overlaps to the delivery of support for economic management?</li> </ul>	<ul style="list-style-type: none"> <li>• Review of other programme documents</li> <li>• Interviews with UNDP &amp; gov't staff.</li> </ul>	<ul style="list-style-type: none"> <li>• Document review</li> <li>• Key informant interviews</li> </ul>	Available or potential complementarities or overlaps.	Content and thematic analysis procedures
How have partnerships affected the progress towards achieving the outputs	<ul style="list-style-type: none"> <li>• In which specific ways have partnerships facilitated or inhibited that achievement of outputs?</li> <li>• How can such effect be accelerated or averted?</li> </ul>	<ul style="list-style-type: none"> <li>• Programme reports.</li> <li>• Interviews with programme partners</li> </ul>	<ul style="list-style-type: none"> <li>• Document review</li> <li>• Key informant interviews</li> </ul>	Positive and/or negative effect of partnerships	Content and thematic analysis procedures
Has UNDP worked effectively with other international delivery partners to deliver on good economic management initiatives?	<ul style="list-style-type: none"> <li>• What has been the partnership mode in the delivery of support?</li> <li>• How has UNDP taken advantage of the partnerships to maximize its contribution?</li> </ul>	Interviews with UNDP staff as well as other partners	<ul style="list-style-type: none"> <li>• Document review</li> <li>• Key informant interviews</li> </ul>	Efficiency gains of partnership arrangements	Content and thematic analysis procedures
How effective has UNDP been in partnering with civil society (where applicable) and the private sector to	<ul style="list-style-type: none"> <li>• What role has CSOs and private sector played in the programme?</li> <li>• What strengths, weaknesses &amp; gaps are inherent in the</li> </ul>	<ul style="list-style-type: none"> <li>• MoUs</li> <li>• Programme document</li> <li>• Interviews with UNDP,</li> </ul>	<ul style="list-style-type: none"> <li>• Document review</li> <li>• Key informant interviews</li> </ul>	The effectiveness of UNDP's partnership with CSOs and private sector.	Content and thematic analysis procedures



Relevant evaluation criteria/ Key Questions	Specific Sub-Questions	Data Sources	Data collection Methods/Tools	Indicators/ Success Standard	Methods for Data Analysis
promote good and sound economic management?	partnership arrangements with CSOs and private sector?	CSOs & private sector staff			
<b>Human Rights: Analysis of the degree of integration of Human Rights programming in programme design and implementation</b>					
To what extent have poor, indigenous and tribal peoples, youth, persons with disabilities, women and other disadvantaged and marginalized groups benefitted from UNDPs work in support of economic management and inclusive growth?	<ul style="list-style-type: none"> <li>• What specific programme gains have accrued to different groups of beneficiaries?</li> <li>• What strategies have been put in place to ensure equitable distribution of programme benefits.</li> </ul>	<ul style="list-style-type: none"> <li>• Programme reports</li> <li>• Interviews with programme staff &amp; selected beneficiaries</li> <li>• ROAR 2017-2018</li> </ul>	<ul style="list-style-type: none"> <li>• Document review</li> <li>• Key informant interviews</li> </ul>	The degree of inclusiveness of the programme benefits	Content and thematic analysis procedures
<b>Gender: Analysis of the gender mainstreaming strategies embedded in the programme design and the results thereof.</b>					
To what extent has gender been addressed in the design, implementation and monitoring of economic management and inclusive growth projects? Is gender marker data assigned to projects representative of reality (focus should be placed on gender marker 2 and 3 projects)?	<ul style="list-style-type: none"> <li>• What specific strategies have been devised to mainstream gender?</li> <li>• Are the project results disaggregated by gender? <ul style="list-style-type: none"> <li>• What is the degree to which gender issues are addressed in the programme</li> </ul> </li> <li>• What factors have bedevilled successful gender mainstreaming in the programme?</li> </ul>	<ul style="list-style-type: none"> <li>• Programme document</li> <li>• • ROAR 2017-2018</li> <li>• Interview with programme staff</li> </ul>	<ul style="list-style-type: none"> <li>• Document review</li> <li>• Key informant interviews</li> </ul>	Evidence for gender mainstreaming in the programme	Content and thematic analysis procedures

Relevant evaluation criteria/ Key Questions	Specific Sub-Questions	Data Sources	Data collection Methods/Tools	Indicators/ Success Standard	Methods for Data Analysis
To what extent has UNDP economic management and inclusive growth support promoted positive changes in gender equality? Were there any unintended effects? Information collected should be checked again data from the UNDP country office' Results-oriented Annual Reports (ROAR) during the period 2017 - 2018.	<ul style="list-style-type: none"> <li>• What changes (intended &amp; unintended) in gender equality can be attributed to the programme?</li> <li>• How can the programme promote more changes in gender equality?</li> </ul>	<ul style="list-style-type: none"> <li>• Programme document</li> <li>• ROAR</li> <li>• Programme staff</li> <li>• Gov't staff</li> </ul>	<ul style="list-style-type: none"> <li>• Document review</li> <li>• Key informant interviews</li> </ul>	Programme contribution towards gender equality.	Content and thematic analysis procedures