

UNDP GAMBIA

COUNTRY OFFICE

MID-TERM EVALUATION

Country Programme Document (2017-2021)

DRAFT EVALUATION REPORT

Submitted by

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List of acronyms and abbreviations

AGD	Auditor General Directorate
CDRs	Combined Delivery Reports
CPD	Country Programme Document
CSOs	Civil Society Organisations
GBoS	Gambia Bureau of Statistics
GCF	Green Climate Fund
GDP	Gross Domestic Product
GEF	Global Environmental Facility
GMIS	Gender Management Information System
HRBA	Human Rights Based Approach.
IEC	Independent Electoral Commission
IT	Information Technology
LGAs	Local Government Areas
LGBT	Lesbian, Gay, Bisexual and Transgender
M&E	Monitoring & Evaluation
MDAs	Ministries, Departments & Agencies
MECCNR	Ministry of Environment, Climate Change and Natural Resources
MoWTI	Ministry of Works, Transport and Industry
MTR	Mid-term Review
NAP	National Adaptation Plan
NARI	National Agriculture Research Institute
NDP	National Development Plan
NEA	National Environment Agency
NGOs	Non-Government Organisations
NHRC	National Human Rights Commission
NIM	National Implementation Modality
NSP	National Security Policy
NSS	National Security Strategy
OECD/DAC	Organisation of Economic Commission on Development/ Development Assistance Committee
OP	Office of the President
PFMA	Public Financial Management Act
PIR	Project Implementation Review
PMU	Programme/Project Management Unit
PSC	Project Steering Committee
SGDs	Sustainable Development Goals
SME	Small & Medium Enterprises
UNDAF	United Nations Development Assistance
UNDP	United Nations Development Programme
UNDS	United Nations

Executive summary

Introduction: UNDP's support to the government of Gambia dates way back to 1975 when its country office was established. Support has been packaged and delivered in five year programming cycle guided by the Country Programme Document (CPD). This report presents the CPD (2017-2021) Mid-term evaluation that was conducted between November and December 2019 under the auspices of the Country Office.

Building on the experiences and lessons learnt from the previous CPD (2012-2016); the current programme document is built on three priority areas namely; Inclusive economic growth and poverty eradication; Governance and human rights and Environment and resilience development. Three UNDAF linked outcomes are expected under the CPD intervention areas above. The CPD outcomes are to be realised through a number of specific projects that have been directly formulated from the outputs (see intervention logic in fig 1.1). Although the projects are at different levels, the implementation of CPD is at mid-line and hence the need for a mid-term review in tandem with the UNDP evaluation policy.

Evaluation purpose and objectives: The purpose of the mid-term review was to assess the progress in achieving the results of the country programme, its relevance, efficiency and effectiveness of strategies in light of the development priorities of Gambia. Therefore, the analysis was pivoted on: i) progress made towards achieving the 3 outcomes; ii) appropriateness of the frameworks and strategies in delivering the planned outputs; iii) strategic position of UNDP to support the government of the Gambia in the 3 CPD priority areas. The assessment was further intended to inform lesson learning and evidence-based action plans/recommendations for improved programme performance in future.

Methodology: the evaluation used both primary and secondary data sources while utilizing both qualitative and quantitative techniques of inquiry. Under qualitative approach, a total of 30 key informant interviews with purposively selected stakeholders were held with the help of an interview guide (see annex 4). Quantitative data on the other hand was extracted from project documents following the evaluation matrix in annex 3

The systems analysis model integrated with the OECD/DAC evaluation criteria (see fig 1.4) provided the overall evaluation and analytical framework which was used to test the relationship among various programme variables. Thus, analysis was aimed at generating evaluative evidence on the programme relevance, effectiveness, efficiency and sustainability as well as integration of UNDP's programming principles of gender and human rights mainstreaming.

Results: Evaluation results are organized according to the OECD/DAC evaluation criteria and provide the basis for the lessons, best practices and recommendations that are presented in the last section of the report.

Relevance:

- Program concept and design is solid as it was informed by in-depth situational analysis and lessons from previous interventions. Other interventions such the electoral support was informed by the results of national assessment mission (NAM). Thus, the

interventions are responsive to the needs of the beneficiaries and are well aligned with both UNDAF and National Development Agenda.

- There is good logical flow between CPD and its supporting projects. In fact, the CPD outputs are derived from the outcome indicators and the specific projects are formulated out of the CPD outputs. This coherence and consistence in the intervention logic portrays great potential of the programme to achieve its envisaged results.
- Satisfactory stakeholder involvement in the design and implementation of the CPD interventions is evident. The use of NIM and the various partnerships that have been created during the implementation of the interventions provides a sound framework for effective involvement of stakeholders.
- The provision of both upstream and down-stream interventions is a strong strategy for ensuring creation of conducive environment for the sustenance of the programme results over time. The interventions have prioritized policy and regulatory reforms, capacity strengthening and provision of requisite tools. These are key pillars in ensuring improved and sustainable service delivery.
- The major gap noted in the concept and design of CPD interventions is that some outcomes eg outcome 1 lacked comprehensive indicators to measure the desired progress. Outcome 1 lack an indicator to measure changes in inequality yet, its interventions were directed at addressing inequality. Besides, some projects lack comprehensive results frameworks to guide performance measurement. For example, none of the projects had midline output targets.

Effectiveness

- UNDP has devised and employed effective strategies to deliver its promise under CPD. Worthwhile efforts to building and streamlining partnerships with various stakeholders is evident. This is not only key in ensuring their effective participation in the programme but also a tool for mobilizing resources from such stakeholders.
- At output level, great achievement has been registered although due to lack of baseline and targets, rating performance is rendered hard. Nevertheless, the observed consistence in the intervention logic creates the potential of lower level (activity & outputs) results in supporting the achievement of higher level results through a chain of results.
- Through programme supported trainings, policy reforms and equipment that have been undertaken, it is apparent that the programme is significantly contributing towards strengthened national capacity and economic development.
- At outcome level, some progress is being seen more especially in economic management and democratic governance areas. However, in the majority of the outcome indicators, variation between the MTR status and endline target is still wide hence posing the risk of the target not being achieved if more evidence-based actions are not undertaken.
- CPD interventions have prioritized capacity strengthening. Whereas this is a solid stance, coordinated results would have been achieved if these interventions were supporting long term capacity development plans of beneficiary institutions. The current approach of capacity development in piecemeal is bedeviled by possible duplications and less comprehensive results.
- UNDP's comparative advantage in programming coupled with the adoption of appropriate implementation strategies are the overriding facilitators of performance

while delays in resource disbursements and limited capacity among implementing agencies have to some extent inhibited good performance.

Efficiency

- There is general consciousness across programme implementation on cost containment. UNDP's financial management system has sufficiently provided guidance on resource utilization with emphasis on cost effectiveness. However, the system has sometimes been blamed for delayed disbursements that have compromised timely activity implementation and consequently the results.
- Adherence to UNDP financial management and accountability system coupled with output budgeting, NIM, use of volunteers have been strong pillars of programme efficiency. The periodic audits that have been undertaken have provided an opportunity for an objective and independent appraisal of financial management controls and compliance.
- UNDP has ably mobilized resources to support the implementation of CPD with the current (at MTR) resource gap standing at 14.8%. There is hope that all the planned resources for CPD implementation shall be realized at full implementation should the current resource mobilization strategy be committed to.

Sustainability

The design and implementation arrangements poses both opportunities and threats to sustainability. Not all projects have so far developed their sustainability plans which has a negative bearing on the benefit continuity of the programme. Nevertheless, the programme design and implementation integrated the four pillars of sustainability¹ and to this extent, programme sustainability can be more enhanced.

Best practices

- The National Implementation Modality (NIM) continues to show superior results especially with regard to promoting national ownership and sustainability of the programmes.
- Practical and Coaching methods have proved to be the best capacity strengthening approach compared to classical theoretical training since the coach spends much time with the trainees at GSI
- A combination of up and down stream interventions provides a strong base for effective capacity building and sustenance of the programme results.
- Use of volunteers provides a sound human resource buffer and ensures activity continuity as the case was under outcome 1 activity implementation. The expiry of the project staff contracts did not adversely affect project activity implementation because of the presence of volunteers.

Lessons learnt

- 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 results sustainability of a capacity strengthening program.

¹ Participation, stakeholder ownership, contribution and capacity strengthening.

- Proper planning and design of national programs like the CPD require clear exit strategy to ensure an inbuilt sustainability plan.
- Need for continuous support in Aid coordination and effectiveness through dedicated monitoring.
- Need for a robust National Development Plan coordination and monitoring mechanism.
- Partnership strengthening and enhancement of the National statistical System, and Data analysis and management for greater impact on poverty reduction.
- Need for initiation of support for strategic planning of long-term national perspective studies such as the Gambia Vision.

Recommendations

- Due to resource constraints especially human capacity, there is a need for UNDP to re-structure and re-classify the components and capacities of the programme to maximize on resources and effectively deliver the required expertise.
- The Government of the Gambia needs to clarify which line ministry or office has the mandate to coordinate the NDP.
- The Peace Building Fund can be used as an entry point for joint programmes as several agencies work together with the same partners in some of the projects.
- The structure and approach of the interventions across the board should be revisited to ensure concrete ownership by the MDA for better sustainability. This is intended to reduce projectization mentality among MDAs which waters down sustainability of the results.
- There is a critical need for sustained support and sector wide strategies that increase capacity for the entire justice system, not one or two discreet institutions
- Basket funding model should be adopted for the next election cycle given the multiple players and prospective funders for effective results and efficient utilization of resources given the fact that UNDP has a comparative advantage in this area.
- Under outcome 1, include an indicator that would measure equality
- It is important that source of baseline indicator values are indicated to allow verification of data credibility and comparisons.
- Targets on the employment related indicator should be revised in the light of the 2018 Labour Force survey since the source for baseline data seem to be outdated.
- Institutionalize standardized results based reporting to ensure uniformity in reporting and minimize activity based reporting. This also needs to go hand in hand with capacity strengthening in reporting.
- Mid-line performance targets should be set to allow objective measurement of performance at this level.

1.0 Introduction

The implementation of the UNDP Gambia Country Programme Document (CPD) is at midline having commenced in 2017 and is slated to end in 2021. In accordance with the UNEG evaluation policy, the UNDP Gambia Country Office commissioned a mid-term evaluation exercise whose purpose was to assess both the implementation processes and progress towards the desired results. This independent assessment was conducted by **Mr. Cliff Bernard Nuwakora and Ms. Mariam Khan Senghore** under the auspices of the Country Office. Organized in the light of OECD/DAC evaluation criteria, this report therefore presents the Mid-term results which form the basis of lesson learning, documentation of best practices as well as actionable recommendations for programme performance improvement as presented in sections two and three respectively.

1.1 Programme background

1.1.1 Programme context

UNDP has been supporting national development efforts in The Gambia since the establishment of its country office in 1975. It has continued to play a significant role in national development efforts through provision of technical assistance through advice, access to its global knowledge networks and financial support to implement government development frameworks. These interventions have been aimed at boosting national and subnational institutional capacity and acceleration of national efforts to eradicate poverty and attain inclusive growth and sustainable development.

The implementation of the UNDP interventions is strategically guided by five year Country Programme Documents (CPDs) that are often aligned with the overall United Nations Development Assistance Framework (UNDAF) as well as the National Development Plans (NDP). Anchored on three major pillars, namely, i) Democratic Governance and Human Rights, ii) Inclusive and Sustainable economic growth and poverty reduction and iii) Environment and Resilience, the implementation of the current Country Programme Document commenced in 2017 and is slated to end in 2021.

Thus, the CPD interventions are envisaged to support The Gambian government to achieve its national development ambitions as enshrined in the National Development Plan (2018-2020) and Vision 2020 as well as the global commitments enshrined in the SDGs.

1.1.2 Programme design and implementation

At the time of designing the current UNDP CPD, The Gambia was grappling with various development challenges including inter alia; i) poverty where by an estimated 57.2% of the population was multi-dimensionally poor with an additional 21.3% living near multidimensional poverty². With a Gini coefficient of 0.45, the existence of inequality in the Gambian society was evidenced³; ii) gaps in the macro-economic management that was fueling fiscal deficits and balance of payment problems; iii) weak capacity in policy

² UNDAF (2017-2021)

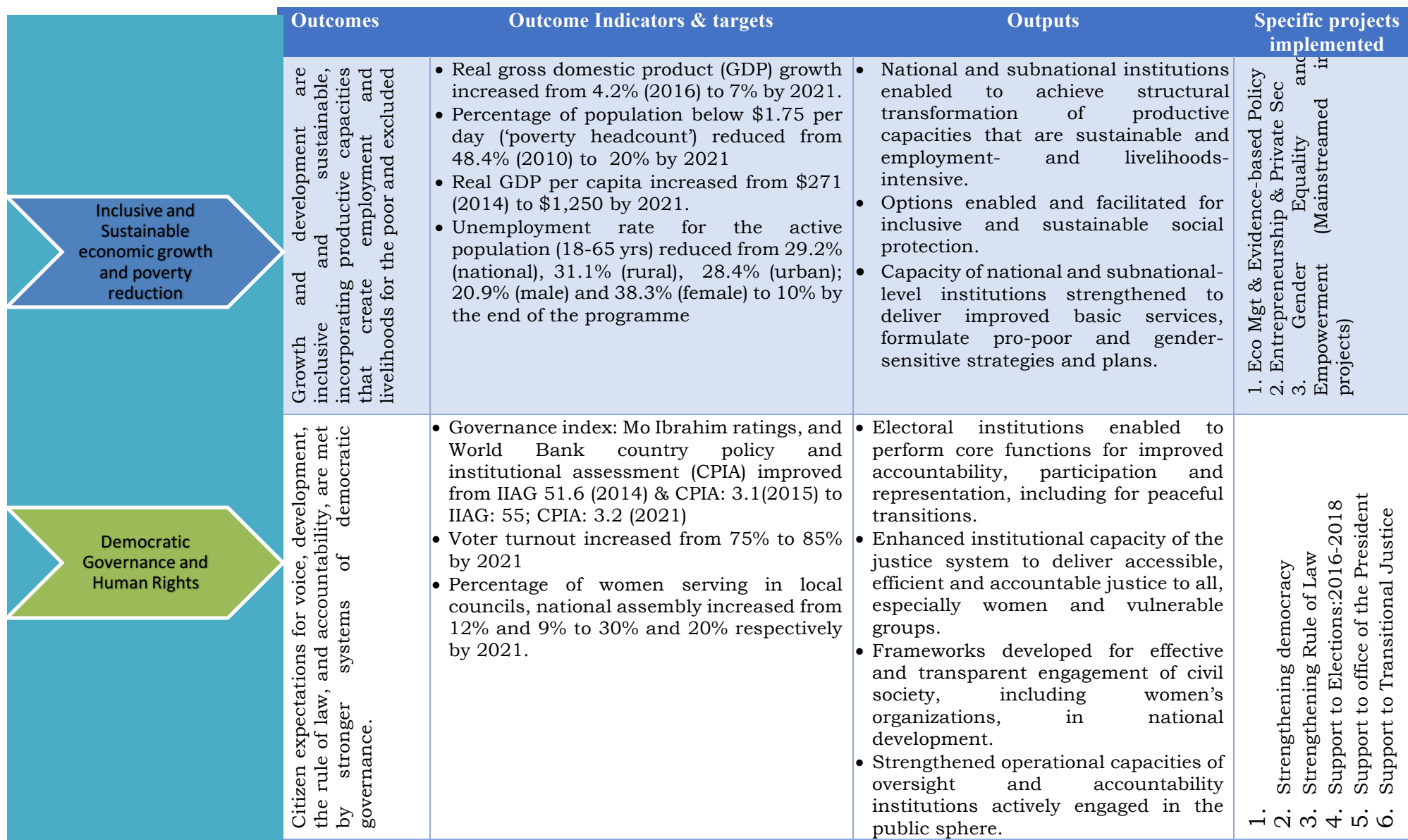
³ Human Development Report (2015)

development, implementation and evaluation; iv) high unemployment rates estimated at 35.2% (national) 57.1% (female), 42.9% (male) and 41.5% (Youths)⁴; v) weak human rights and governance institutions; and vi) un sustainable use of natural resources.

The design of the CPD interventions are derived from the overall UNDAF and implemented through specific projects under its 3 priority areas. The interventions are designed to deliver both the upstream and downstream national development support towards strengthening national and subnational institutions and capacities to deliver quality, sustainable and inclusive services. The theory of change underpinning CPD holds that with strengthened capacity at national and sub national levels, responsive national planning and delivery of inclusive services is catalyzed hence causing improvements in the population's welfare indicators. The programme intervention logic is summarized in figure 1.1 below.

⁴ Labour Force Survey (2018)

Fig 1.1: CPD Intervention Logic



Outcomes	Outcome Indicators & targets	Outputs	Specific projects implemented
Countries are able to reduce the likelihood of conflict, and lower the risk of natural disasters, including from climate change	<ul style="list-style-type: none"> Number of institutions responsible for disaster risk management supported with human resource capacity-building increased from 0 (baseline) to 8 by the end of the programme. Per-capita carbon dioxide emission (metric tons) reduced from 0.3 to 0.01 by 2021 	<ul style="list-style-type: none"> Preparedness systems to effectively address the consequences of and response to natural hazards Gender-responsive disaster and climate risk management integrated into the development planning and budgetary frameworks of key sectors. Inclusive and sustainable solutions adopted to achieve increased renewable energy access and efficiency. Capacities of national and subnational administrations enabled to enhance conservation, sustainable management, and use of natural resources, biodiversity and ecosystems. Scaled-up actions on climate change adaptation and mitigation implemented. 	<ol style="list-style-type: none"> 1. Early Warning Systems 2. Gambia Protected Areas Network 3. Investing in Solar PV in The G 4. Sustainable NRM; DRM and RE 5. NAP Agriculture Gambia

The implementation of the CPD is anchored on the specific projects (as seen in figure above) whose design and implementation directly resonate with CPD outputs. As indicated above, a total of 13 specific projects have been implemented in line with the CPD results framework. CPD implementation started in 2017 and is slated to end in 2021 hence the need for a mid-term review whose purpose and specific objectives are presented hereunder;

1.2 The CPD Mid-Term Review

UNEG policy provides for Mid-term reviews of all programmes and projects as an objective approach to ascertaining whether the implementation is still on track and the progress made towards achieving the set objectives. Thus, UNDP Gambia Country Office commissioned this MTR with the following purpose and objectives.

1.2.1 Evaluation purpose and objectives

As given in the ToR, the objective of the mid-term review was to assess the progress in achieving the results of the country programme, its relevance, efficiency and effectiveness of strategies in light of the development priorities of Gambia. More specifically, the review assessed:

- a. The relevance and strategic positioning of UNDP ensuring its integrator role in support of Gambia's poverty reduction and objectives for the achievement of the SDGs as articulated in the National Development Plan in the context of the UNDS reform and in line with the delivering as one as articulated in the UNDAF;
- b. The frameworks and strategies that UNDP has devised for its support on Inclusive Growth and SDGs; Democratic Governance and Environment and Sustainable Development, including partnership strategies, and whether they are well conceived for achieving the planned objectives.
- c. The progress made towards achieving the 3 outcomes, through specific projects and programmes and the range of technical and advisory services it provides including contributing factors and constraints.
- d. The progress to date under these outcomes and what can be derived in terms of lessons learned for future UNDP support to Inclusive Growth and SDGs; Democratic Governance and Environment and Sustainable Development. Consequently propose areas of re-positioning and re-focusing of the CPD within the current Gambia's development context and priorities, and in light of UNDP's current Strategic Plan 2018-2021;
- e. The relevance of the programme in delivery of the SDGs and African Agenda 2063, through an integrator approach and promoting greater innovation and engagement of traditional and non-traditional stakeholders especially at local level taking into account regional and cross-borders dimension.

In the light of the MTR objectives above, this mid-term review presents an opportunity to systematically and objectively examine: the relevance, effectiveness, efficiency, appropriateness and sustainability of the CPD in supporting Gambia's development agenda as defined in the National Development Plan.

1.2.2 Evaluation scope

The evaluation scope was defined by the specific questions that the review set out to answer as detailed in the evaluation matrix (Annex 3) and the conceptual framework in figure 1.2 below.

Fig 1.2: CPD MTR Conceptual framework



Thus, the MTR entailed collection and analysis of data to adduce evaluative evidence on programme performance along the OECD/DAC evaluation criteria. The data collection and analysis methods employed are presented in the next subsection.

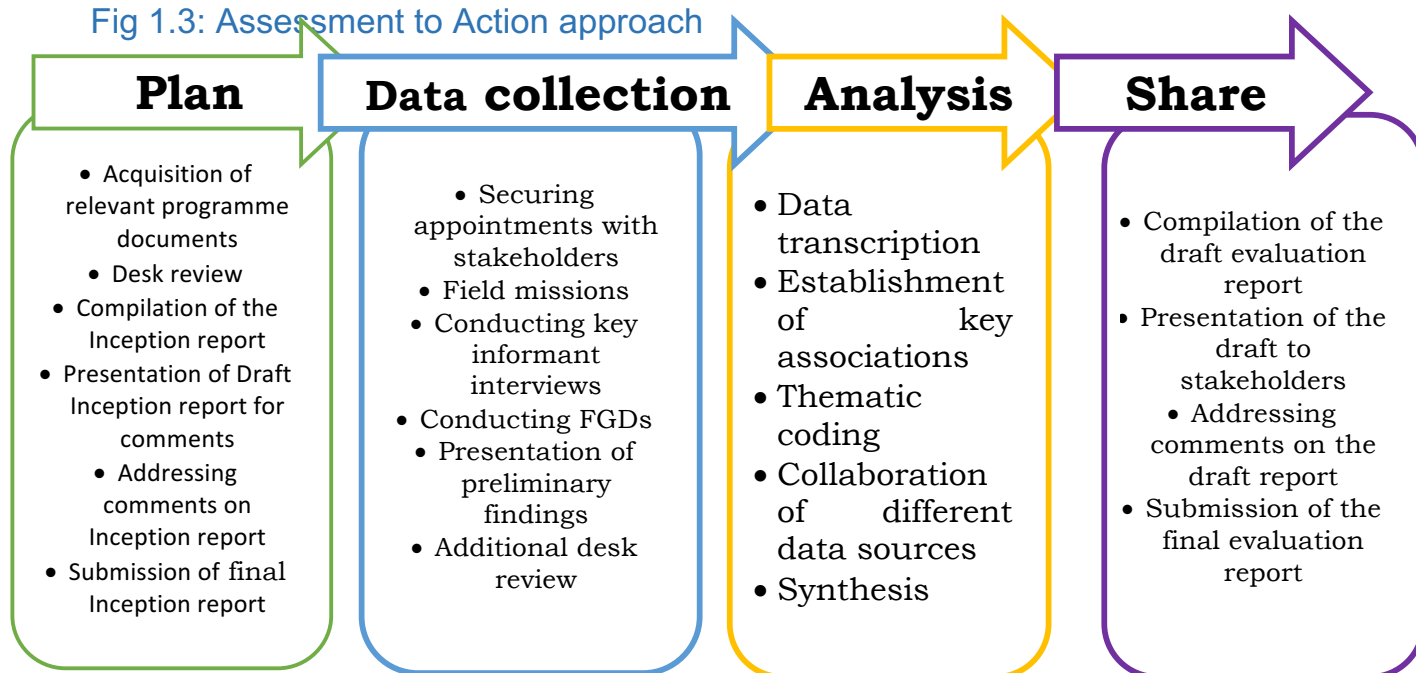
1.3 Evaluation Methodology

The evaluation utilized both primary and secondary data that was collected and analyzed using a mixed methods approach in order to enhance the validity of results. Secondary data was the main source of quantitative data while primary data which was collected through key informant interviews and group discussions generated qualitative data. The two data sources were interactively and collaboratively utilized to support the adduced performance results. As such, a total of 30 key informant interviews were conducted (see list of stakeholders consulted in annex 5) using tailored tools in respect to stakeholder category (see annex 4). Stakeholders consulted included UNDP staff, governmental officials, development partners as well as programme beneficiaries.

Secondary data on the other hand was collected following a three step process namely; i) determining the required information; ii) identifying and securing relevant documents; iii) extracting summarized data for subsequent analysis. The evaluation matrix in annex 3 was used as the data extraction guide.

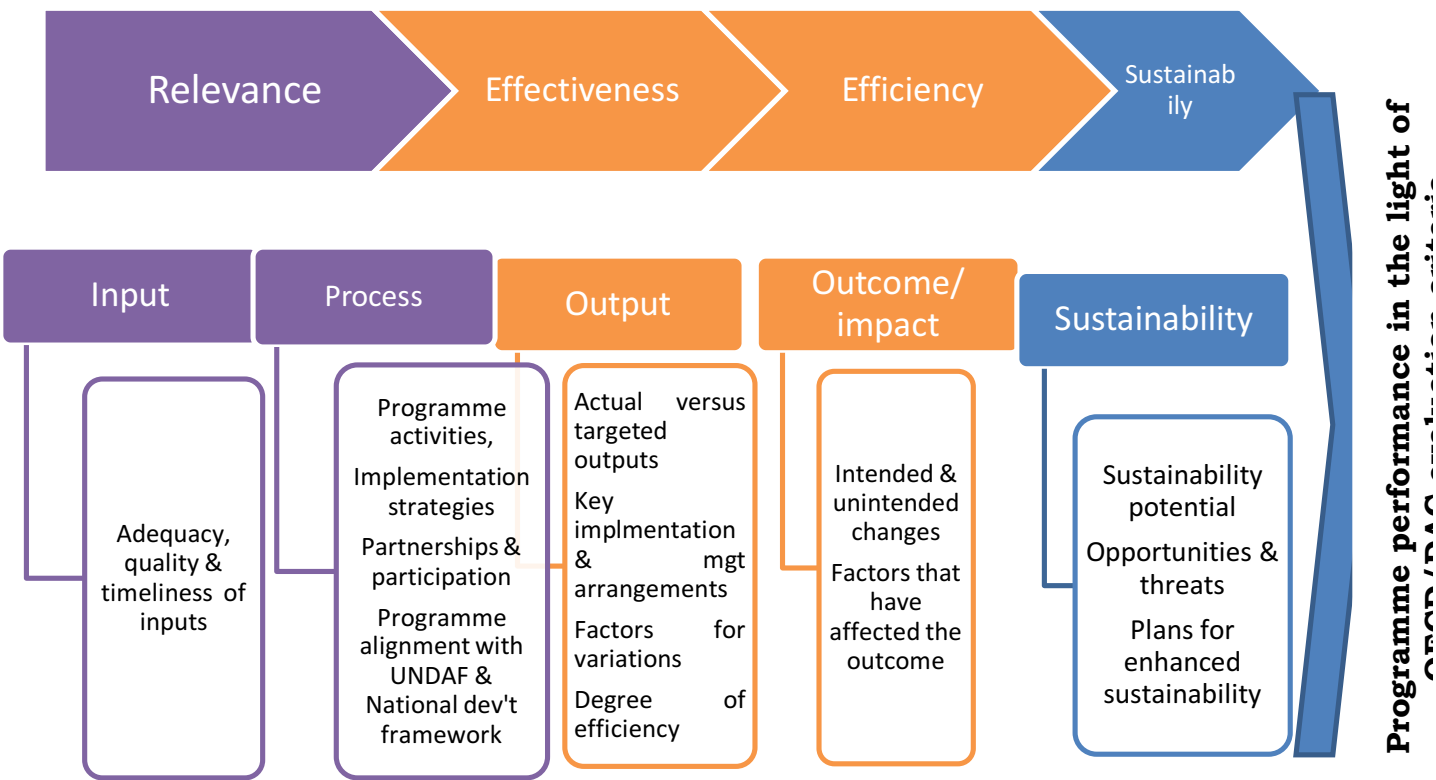
The overall study was guided by the 'Assessment to Action' approach that enabled looking back and forth of the CPD implementation. This was important in utilizing past and present programme performance to inform the next actions for enhanced results. The 'assessment to action' approach is based on a phased methodology with specific but complementary activities at each of the phases as summarized in figure 1.3 below;

Fig 1.3: Assessment to Action approach



Data analysis was aided by triangulated techniques aimed at clearly portraying the inter-relationships among the programme variables and the emanating results. Thus, an integrated systems analysis with the OECD evaluation criteria provided the overall analytical framework as summarized in fig 1.4 below.

Fig 1.4: The CPD MTR analytical framework.



The extent to which the committed programme inputs/resources (finances, equipment & human resources) in terms of quality, quantity and timeliness coupled with implementation processes have supported the realization of the desired results at output, outcome and impact levels formed the basis of analyzing programme effectiveness and efficiency. On the other hand, the degree of alignment between the CPD strategic direction and the overall UNDAF and national development priorities guided the analysis of programme relevance. The analysis of both the employed implementation strategies and the results on one hand as well as the threats and opportunities to continued programme results beyond the funding period were the key pillars of sustainability analysis. From this analysis, lessons learnt, best practices and recommendations were derived as presented in sections two and three below.

2.0 Evaluation 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 consultants. 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 Project relevance

The UNDP programme is very relevant to the development context of the Gambia. The programme is contributing to five out of eight strategic priorities in the NDP and they are : i) Restoring good governance, respect for human rights, the rule of law, and empowering citizens through decentralization and local governance; ii) Stabilizing our economy, stimulating growth, and transforming the economy; iii) Investing in our people through improved education and health services, and building a caring society; iv) Reaping the demographic dividend through an empowered youth; and v) Making the private sector the engine of growth, transformation, and job creation.

Also contributing to five out of seven critical enablers i.e. i) A public sector that is efficient and responsive to the citizenry; ii) Empowering the Gambian Woman to realize her full potential; iii) Promoting environmental sustainability, climate resilient communities and appropriate land use; iv) A civil society that is engaged and is a valued partner in national development; and v) Strengthening evidence-based policy, planning and decision-making.

In 2016, The United Nations developed the UNDAF 2017- 2021 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 will contribute to Gambia's development and reducing the humanitarian challenges, leveraging on the leadership, comparative advantages and position of the UN. The UNDP CPD 2017- 2021 positioned its support to accelerate inclusive, sustainable economic growth, reinforced by a holistic resilience-building approach that promotes sustainable management of the economy, natural resources, and the environment, through capacity-building of national institutions and communities, focusing on selected strategic areas with multiplier effects.

2.1.1 Programme Concept and Design

Under Outcome 1, the three outputs are Economic Management & Evidence-based Policy, Entrepreneurship & Private Sector and Gender Equality and Empowerment. The design of the Entrepreneurship and Private Sector Development project 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 Songhai 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 Songhai 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. The Gender equality and empowerment project was designed as a mix of advocacy, legislative and capacity building on women’s empowerment in decision-making processes project. The project has clear strategies to mainstream gender in all the UNDP outcomes even though, it is under the Economic management outcome. The Social Protection output is not yet designed.

Under Outcome 2, the conceptualization of the projects is driven by the strive to respond to Government’s emerging needs resulting from the change of Government after 22 years of autocratic rule. The projects under the Governance outcome “Institutional reforms implemented to ensure rule of law and guarantee the protection of the human rights of all, including access to justice, gender equality, access to basic services, and democratic participation in decision-making processes” namely, strengthening democracy, Strengthening Rule of Law, Support to Elections:2016-2018, Support to office of the President and Support to Transitional Justice were designed to strengthen the state of weak governance systems in the country. There were gross human rights violations; the security sector was over bloated, compromised and unprofessional; the Judiciary system was also performing below par with huge case backlogs; the constitution had been revised on numerous occasions to suit the whims of the Former President. Although the CPD has only two outputs under Governance i.e. support to elections and enhanced institutional capacity of the justice system to deliver accessible, efficient and accountable justice to all, especially women and vulnerable groups, the Security sector reforms and all the work around transitional justice is not in the UNDAF nor CPD.

Under outcome 3, the outputs are Early Warning Systems, Gambia Protected Areas Network, Investing in Solar PV in The Gambia, Sustainable Natural Resources Management; Disaster Risk Management and RE and NAP Agriculture Gambia. The projects are designed to combat climate change natural disasters, develop capacities on Disaster Risk Management and strengthened the coping mechanisms of the communities to be resilient when faced with natural disasters. Some of the outputs started before the current CPD and were carried forward in the current outcome.

Generally, all the projects have project documents with M&E frameworks. Noteworthy to mention is the M&E plans that were elaborated for the Environment projects. However, the

elaboration of the results matrices is weak due to poor articulation of results, missing baselines and targets and some of the indicators are ambiguous, which makes it hard to track and report progress.

2.1.2 Programme implementation and Management

The management arrangements for all the projects in the CPD are through a project steering Committee and at times a Project Management Unit at the various line ministries. The rationale behind this modus operandi is that UNDP is working on strengthening existing Government structures and as such uses existing Government structures such as the Project Coordinating or management Units in the line ministries for the NIM and carrying out the responsibilities of coordination, procurement, accounting, monitoring and evaluation of projects. It is anticipated that this will lead to increased accountability, improved programme delivery and lay the foundation for sustainability.

Under the Outcome 1, whereas there are two PMUs responsible for the management of different projects, only the PMU at Ministry of Finance is functioning as expected. The evaluation found out that due to capacity gaps in the accounting unit at the Ministry of Trade, the partner was downgraded after a micro assessment was conducted. As a result, UNDP had to step in and assist the project to implement the National Implementation Modality (NIM). The Project steering committees are functioning as expected and meeting regularly.

There exists a mix of management styles under Outcome 2, which the evaluators found very interesting. The Transitional justice project is managed by a project management Unit of 5 staffs headed by a Senior Advisor on Rule of Law and Transitional Justice. The SSR project is managed by the SSR Steering Committee or Project Board which is co-chaired by the Minister of Justice and the UNDP Representative. The project rule of law on the other hand, does not have a management unit.

Under outcome 3, there is a PMU at the Ministry of Environment and the evaluation found out that PMU is carrying out its function albeit there are constraints such as the weak PSC that meets only at ad hoc basis (once in 2018 and once in 2019). UNDP has a team of programme specialists and analysts supported by an operations team to be able to fully deliver technical assistance to Government. It is clearly stated in the CPD, that “UNDP will ensure that the country office has adequate human capacity, structures, and management systems, to implement the country programme successfully”. However, the evaluators found out that the vacant position of the Governance Specialist and the nonexistence of a M&E specialist to support program and project planning and execution of project activities is a huge capacity gap at UNDP. This affects the workload of the programme specialists who are covering two outcome areas. The partners raised some concerns regarding the slow response rate of UNDP especially with disbursement of funds and procurement. These delays affect programme delivery and may jeopardize the relationship with partners.

2.1.3 Coordination mechanism

The National Development Plan clearly stated that multi-level coordination mechanisms will be set up to effectively coordinate all activities under the NDP. As such, it specified that "for operational policy oversight and coordination the following arrangements will be put in place:

- The Vice President shall chair the Inter-Ministerial Steering Committee to ensure sector coherence in implementation.
- The High-level National Committee will bring together Government Ministers, high-level representatives from the donor community, private sector, civil society, professional associations, and others designated by the Office of the President. The Committee will also be chaired by the Vice President
- The Ministry of Finance and Economic Affairs shall chair the Government-Donor Consultative Forum.
- The Ministry of Lands and Regional Administration shall chair the Regional and Municipalities Forum, which will be tasked with the responsibility to ensure proper alignment of the NDP and regional, municipal, and local development plans.

However, what is currently existing in terms of coordination mechanisms deviates from the NDP. The coordination of the NDP is housed under the Ministry of Finance under two directorates i.e Directorate of Policy and Planning and the Aid coordination directorate. According to the Annual progress report of the NDP, only two coordination mechanisms are partially functioning and two have not yet been set up i.e. inter-ministerial steering committee and the High level national committee.

In July 2018, UNDP supported a project at the Office of the President which is mandated to synergize and harmonize government policies, improve delivery and coordination of programmes and projects. This project at first was intended to support the Office of the Vice President (the project document was signed by the Vice President) which is the office that was to chair both the inter-ministerial steering committee and the High level national committee (two out of the four coordination arrangements) as stated in the NDP.

Even though the support to this project will end in June 2020, it is anticipated that it will be a permanent unit under the Office of the President. With the existence of this project, the coordination of the NDP is being debated as to which Office it should be under. This may impact the coordination of the UNDAF and the UNDP CPD as it was stated that Government leads in the coordination of the UNDAF through active leadership and participation of established integrated national structures and that the UNDAF would be implemented through national systems and structures. The Government will need to provide the clarity needed in terms of the coordination of the NDP and henceforth Development partners will adhere to that decision.

2.2 Programme effectiveness

Progress towards achieving CPD outcomes under its three thematic areas formed a central piece in the effectiveness analysis. CPD was designed with three core outcomes that were envisaged to be achieved through delivering 13 outputs (See programme intervention summary in Fig 1.1). The MTR noted that the programme concept and design was reasonably logical with good alignment between the programme outcome indicators and corresponding outputs that well informed the formulation of the projects that have been implemented. The ToR required analysis of: i) progress towards CPD results; ii) effectiveness of UNDP's partnership strategy; iii) facilitators and inhibitors of performance; as well as iv) programme contribution towards national development as presented hereunder.

CPD Outcome 1 projects	Planned outputs	Key achievements
Entrepreneurship & Private Sector (2017 to Dec. 2021);	Output 1: Support the creation of an enabling environment for private sector development by supporting greater dialogue especially regarding employment, livelihood creation and entrepreneurship.	<ul style="list-style-type: none"> • Formulation & review of entrepreneurship and trade related policies guided by studies • Entrepreneurship Policy implementation supported through i) Development of a Catalogue of Technical and Regulatory Standards; ii) Introduction of Entrepreneurship Education into the Basic Cycle Schools • Equipment (50 Ipads, 5 Dell Intel 1505 laptops and 2 micro soft pro3 surface) procured for GBoS
	Output 2: Developing the capacity of local entrepreneurs for improved productivity and competitiveness through training & skills development of existing interventions like Songhai and EMPRETEC	<ul style="list-style-type: none"> • ETW Trainings conducted with project support • Business Development Services provided to entrepreneurs • Trade fares organized with project support & a total 71 entrepreneurs supported to participate. • Launch of employment creation initiatives such as youth connect & PENDA platform • Youth council supported to conduct nation-wide sensitization • Investment/business & Export promotion • Financial literacy training for women • Income Generating skills training for the youths
	Output 3: Support better Policy Programming and Implementation	<ul style="list-style-type: none"> • Support mainstreamed in capacity building, studies conducted & equipment provided.
Eco Mgt & Evidence based Policy (Sept 2017 Dec, 2021)	Output 1: Strengthen capacity for sound economic (fiscal) policy, research and data for evidence based decision-making.	<ul style="list-style-type: none"> • GBoS supported to conduct national surveys; • Supported staff training in M&E & data analysis;
	Output 2: Enhance capacity for pro-poor and gender-responsive budgeting, resource allocation, management and reporting.	<ul style="list-style-type: none"> • Supported Sensitization on PFMA (2014) • Supported capacity strengthening through training on debt mgt & sustainability, gender statistics & responsive budgeting, & strategic planning. • Supported formulation & review of national and sectoral policies.

Output 3: Build and strengthen capacity for effective development planning, monitoring and evaluation across Government and Councils	<ul style="list-style-type: none"> • Supported coordination meetings of planners. • Supported the formulation & review of sectoral & Regional Strategic plans. • Equipment support worth 37,962\$ provided to the regional planning unit. • Sensitization on key national planning & development documents
Output 4: Strengthen capacity for effective public finance management, internal controls and increased accountability in government operations.	<ul style="list-style-type: none"> • comprehensive survey on LGAs financial and accounting systems • Sensitization on PFM reform programs & taxes • Capacity strengthening in Audit delivered to the staff of AGD.

Discussion of the progress so far towards CPD results has been organized under the three CPD thematic areas hinging on the extent to which the implemented projects have effected changes in the programme outcome indicators. Being a mid-term review, the analysis looks at both back and forth of the programme with an intention of taking stock of the achievements and implementation bottlenecks in order to generate evidence based actionable recommendations for enhanced programme implementation in the next phase. The discussion of the results under the three CPD thematic areas is presented hereunder.

2.2.1 Inclusive and Sustainable economic growth and poverty reduction

Under this CPD pillar, acceleration of inclusive and sustainable growth and development through incorporating productive capacities that create employment and livelihoods for the poor and excluded, formed the central focus of the programme (see outcome 1). Subsequently, growth in Real Gross domestic product (GDP) from 4.2% (2016) to 7% by 2021; Percentage reduction of population below \$1.75 per day ('poverty headcount') from 48.4% (2010) to 20% by 2021, increase in the Real GDP per capita from \$271 (2014) to \$1,250 by 2021; and reduction in the unemployment rate for the active population (18-65 yrs) from 29.2% (national), 31.1% (rural), 28.4% (urban); 20.9% (male) and 38.3% (female) to 10% by the end of the programme were the set outcome indicators and targets.

Three 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 were planned. In the light of the programme outputs, four specific projects whose implementation are at different stages were designed and they are; i) Eco Mgt & Evidence-based Policy (Sept 2017-Dec, 2021.); ii) Entrepreneurship & Private Sector (2017 to Dec. 2021). Gender Equality and Empowerment is mainstreamed in these projects. The performance of these projects and their subsequent contribution towards the realization of the CPD outcome indicators and targets are discussed hereunder.

The performance of CPD Outcome 1 projects.

The output level achievement registered under the two projects designed to support CPD outcome 1 reveal the potential of the projects to contribute to the realization of outcome indicators as well as national development. Both government and UNDP officials that participated in the evaluation expressed optimism the delivered outputs will continue to propel the realization of the desired outcomes because of their catalytic nature. Referring to both institutional and human resource capacity strengthening support that has been provided under these projects, the stakeholders maintained that the ability of national and subnational institutions in delivering improved and inclusive basic services for pro-poor growth has been and is still being positively impacted.

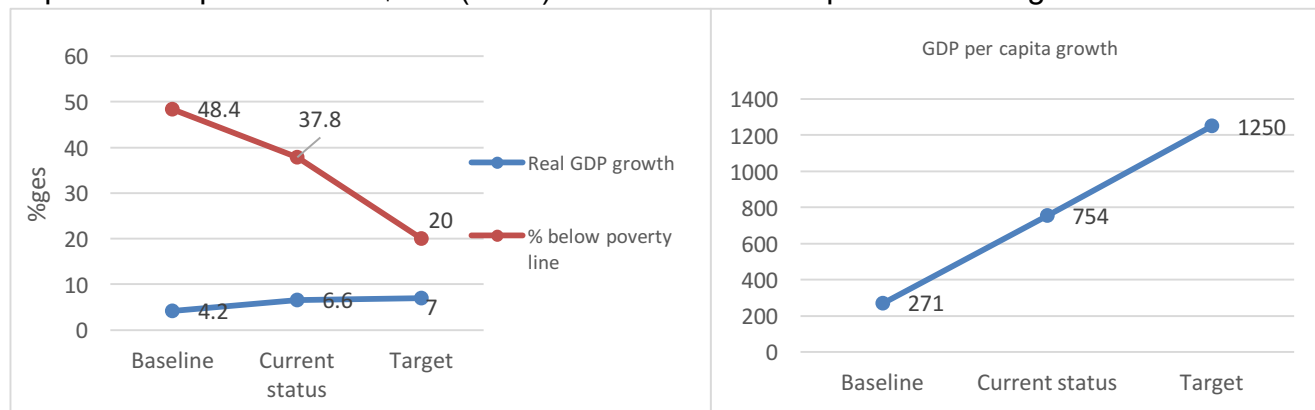
Support provided towards policy formulation and review coupled with a number of sectoral and regional strategic plans whose development has been supported by the CPD project has had a significant contributory effect towards the achievement of structural transformation of productive and sustainable capacities for employment creation and livelihoods enhancement. As a result of the programme support, over 723 jobs and 2675 livelihoods have been created⁵.

The MTR noted that the CPD projects are well aligned with its outcome indicators and have been delivered to address both the upstream and downstream bottlenecks to achieving the outcome. This presents strong evidence on the potential of these projects to support the realization of the outcome indicators. However, the absence of a specific project in line with CPD output 1.2 “Options enabled and facilitated for inclusive and sustainable social protection” may hinder the achievement of full outcome level results. This notwithstanding, it was imperative for this evaluation to assess the progress hitherto towards outcome indicators and targets as presented hereunder;

Progress towards CPD Outcome 1 indicators and targets.

⁵ Mid-term evaluation report for CPD Outcome 1.

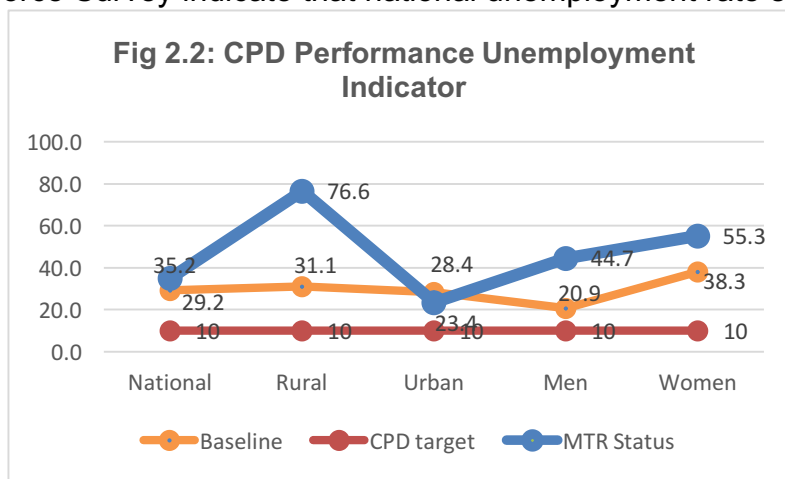
The economic outlook for Gambia, 2018 indicate that Real Gross Domestic Product (GDP) stands at 6.6%; an indication of improvement from 4.2% in 2014. In the light of the CPD outcome indicator target, progress is indeed promising as it is at 0.4% away from the set target of 7%. The economic outlook further indicates that the percentage of population below \$1.75 per day ('poverty headcount') has reduced to 37.8% (2018) from 48.4% (2010). while Real GDP per capita has improved from \$271 (2014) to 754 in 2018⁶ as presented in figure 2.1



Source: Pro Doc & Economic Outlook for Gambia

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.

Despite the progress made on the above indicators, progress towards unemployment reduction has been very slow. The Labour Force Survey indicate that national unemployment rate stood at 35.2% contrary to CPD target of 10% by 2021. The survey results instead indicate that the unemployment rate has increased from 29.2% in 2012⁷. Similarly, unemployment in other sub population categories such as rural-urban, male-female and youths has increased from 31.1 (rural), 28.4% (urban); 20.9% (Male); and 38.3% (Female) to 23.4% (Urban); Rural: 76.6% ;Female: 55.3% and Male: 44.7% as seen in figure 2.2.



As indicated in the figure, it is only one target (reduction in urban unemployment) that has been met. In the light of the achievement so far, the MTR is skeptical over the feasibility of achieving

⁶ Economic Outlook for Gambia, 2018.

⁷ Programme Document.

the other targets of this indicator. It is noteworthy that the target was too ambitious given that the baseline data that was perhaps used to set the indicator targets was too old (2012). It is also noted that although the baseline values for all the indicator targets were at different levels, setting a uniform target for all the sub indicators yet without targeted interventions was not feasible. Ideally, different sub indicator targets were supposed to have been set in the light of their respective baseline values.

Furthermore, skills training and entrepreneurship support are the key direct interventions for employment creation potential. In the light of the output targets (4000 new jobs and other livelihoods generated), the achievement of the set percentage reduction in the national unemployment rate for example is not possible within the time frame of CPD. This further confirms the ambitious nature of the set indicator targets.

The ambitious indicator targets notwithstanding, the CPD interventions under outcome 1 have indeed stirred up economic production supported by improvements in the policy and regulatory frameworks. This has potential of positively impacting both macro and micro economic indicators of the Gambia both in the medium and long term.

2.2.2 Democratic Governance and Human Rights

Building on the interventions and lessons learnt from the 2012-2016 programme cycle, UNDP in the current programme cycle pledged support towards: i) consolidating governance-related reforms; and ii) strengthening national institutions to promote the culture of democracy and human rights. More specifically, support was prioritized for: i) expanded access to justice; ii) anti-corruption through improved accountability and transparency, and iii) the rule of law.

Subsequent to the CPD priorities under the governance and human rights pillar, the programme set out to deliver four outputs (see intervention logic in fig 1.1) which are envisaged to support the realisation of CPD outcome 2 **“Institutional reforms implemented to ensure rule of law and guarantee the protection of the human rights of all, including access to justice, gender equality, access to basic services, and democratic participation in decision-making processes”**.

As a result of the CPD interventions, improvement in the Mo Ibrahim governance index from 51.6 (2014) to 55 in 2021 as well as World Bank country policy and institutional assessment (CPIA) from 3.1(2015) to 3.2 by 2021; Increase in Voter turnout from 70% to 85%; and Increase in the percentage of women serving in local councils, national assembly from 9%; Local government areas (LGAs): 12% to LGAs: 30% are expected.

In the light of the CPD ambitions above, five specific projects have been designed although their implementation is at different stages. The projects are: i) Strengthening democracy; ii) Strengthening Rule of Law; iii) Support to Elections (2016-2018); iv) Support to office of the President and v) Support to Transitional Justice. Taking stock of the output and outcome level

results emanating from the implemented interventions formed the core of this MTR as presented hereunder;

CPD Outcome	Planned outputs	Key achievements
Institutional reforms implemented to ensure rule of law and guarantee the protection of the human rights of all, including access to justice, gender equality, access to basic services, and democratic participation in decision-making processes.	Output 2.1 Electoral institutions enabled to perform core functions for improved accountability, participation and representation, including for peaceful transitions.	<ul style="list-style-type: none"> ▪ Support was delivered under the “Support to Elections project (2016-2018) project and the following output level achievements were registered. ▪ Increased capacity of IEC staff on voter register management through project supported staff trainings on records management ▪ Stakeholder collaboration mechanisms such as meetings were supported ▪ IEC supported to conduct civic education nation-wide. ▪ Youths & women capacity strengthening intervention supported through CSOs ▪ Capacity of IPC in Collaborative leadership and Dialogue was strengthened ▪ Nationwide consultations on the reform of the electoral Act were supported
	Output 2.2. Enhanced institutional capacity of the justice system to deliver accessible, efficient and accountable justice to all, especially women and vulnerable groups.	<ul style="list-style-type: none"> ▪ Establishment of the Truth, Reconciliation and Reparation Commission and the induction of the Commissioners been supported ▪ Formulation of a Comprehensive Strategy Document for Transitional Justice in The Gambia supported ▪ Awareness creation on transitional justice delivered to National Stakeholders, civic society and the media ▪ A Small Grant Facility for CSOs working with victims of human rights violations was launched in June 2018 ▪ Significant inputs that helped to improve the quality of the Bill that was passed by the National Assembly to establish the NHRC in December 2017 ▪ Study tour of 4 Commissioners of the NHRC to participate in several meetings in Geneva supported ▪ Support provided to NHRC members to identify and start drafting key working documents ▪ Community Policing Strategy & its Implementation Plan developed ▪ Rapid Prisons Assessment Report, Photobook & Short Video Documentary produced. ▪ Establishment of Prisons Legal Aid Desks and Mobile Legal Aid Clinic ▪ Consultant for Developing a Sector-wide Rule of Law Roadmap been contracted. ▪ Radio Programs on rule of law, justice, human rights and security are on-going on Q & Radio Gambia ▪ Continuing Legal Education Programme under plan & consultant has been identified to conduct a survey of legal practitioners and understand what courses would interest the practitioners and a fee that would not be prohibitive. ▪ National Public Perception Survey on Rule of Law, Justice, Security and Human Rights was initiated although currently paused ▪ ICT Strategies for the Judiciary and Prisons Service in progress with a consultant on-board developing the strategy. ▪ Training for MOJ SGBV Unit & Police was slated for November.
	Output 2.3. Frameworks developed for effective and transparent engagement of civil society, including women's organizations, in national development.	<ul style="list-style-type: none"> ▪ The development of the African Gender Development Index (AGDI) and the Gender Information Management System (GMIS) funded. ▪ The Gambia Federation for the Disabled (GFD) supported to review its constitution & hold a general assembly ▪ Supported trainings for CSO staff eg 35 private sector women, Women's Bureau ▪ Capacity assessment of CSOs supported.

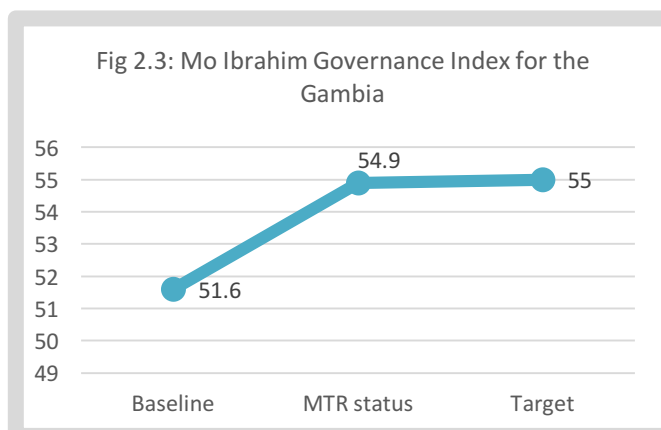
Output 2.4. Strengthened operational capacities of oversight and accountability institutions actively engaged in the public sphere.	<ul style="list-style-type: none"> Assessment of the local governance framework in the Gambia was carried out. A panel discussion to track the status of governance reform agenda. Capacity building of the new parliamentarians (95% are new) to enable them carry out their representative, oversight and legislative roles and functions effectively. National Assembly, weekly radio call-in programmes supported CSO-National Assembly partnership development supported. Production & dissemination of relevant reference materials eg a pocket Guide for committee members, The Gambia Parliamentary women's ACTION Plan & Advocacy Reference Manual
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Progress towards CDP Outcome 2

The MTR observed that the general commitment towards delivering the planned outputs. However, most output indicators were set with less measurable indicators which inclines their performance assessment to be limited to the processes that have been undertaken until the full result has been achieved. For example, indicators such as “National infrastructure for peace framework and policy developed” under output 3 of the Democratic Governance project may not be precisely measured at midline without clear and measurable targets set. All that is noted on such indicators is that activities and processes towards the indicator achievement are being undertaken but establishing the progress so far in relation to the full amount of work is rather hard.

This notwithstanding, the MTR noted some progress towards the outcome indicators although impressive progress in only noted in the improvement of governance index as presented hereunder.

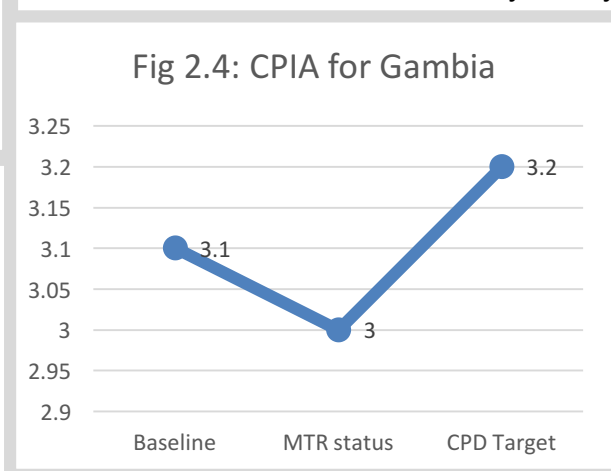
According to the 2017 Mo Ibrahim report, Gambia's Governance index stands at 54.9 having improved from 51.6 in 2014 as shown in figure 2.3



Institutional Assessment report (2018) puts Gambia's performance at 3.0 which is slightly lower than the baseline status. This may however not indicate a decline in performance but rather the credibility of the source for the baseline indicator value as it is not provided. This is because, UNDP's

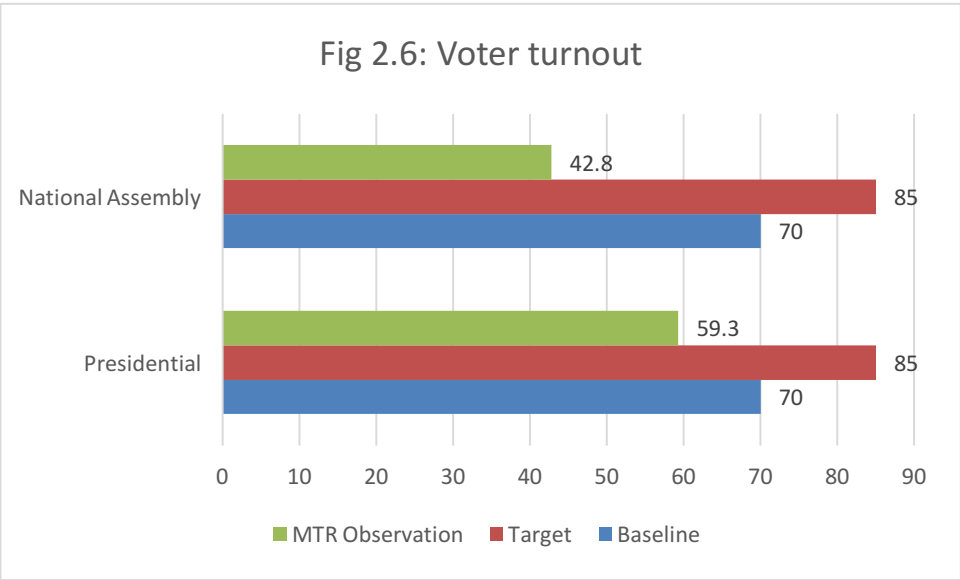
In the light of the set target of 55, it is apparent that the target is more likely to be achieved considering the progress made hitherto should the programme implementation momentum be maintained and/or scaled up.

However, the World Bank Country Policy and



support towards policy and institutional strengthening has been significant to have warranted a decline in performance.

Outcome indicators in relation to voter turn up and women participation in elections are still far from the target despite the implemented programme interventions that have progressed well at output levels. For example, voter turnout in presidential and national assembly elections stood at 59.3% and 42.8% respectively⁸. This still sharply falls below both the baseline value (70%) as well as the set target of 85% as illustrated in figure 2.5 below.



It should be noted that the sharp variation between the baseline, target and actual indicator values indicated in the figure above may not necessarily imply the ineffectiveness of the undertaken programme interventions but rather a short term unanticipated risk. It would have been important if a post-election survey was undertaken to ascertain the factors that influenced low voter turnout despite the programme interventions that were undertaken.

This would be helpful in guiding the design and implementation of more specific interventions to guard against a similar occurrence in the next general elections. It is however important to note that the indicator performance values presented here are of 2017 and since then, more interventions towards this indicator have been undertaken. Thus, better performance on this indicator is envisaged in the next general election. However, it is critical that periodic opinion survey on this indicator be conducted and results used to inform programming.

Participation of women in elective politics still falls short of the CPD target. Results of the previous general election indicate that women constituted only 8.4% of the nominated National Assembly candidates. Out of these however, only 3 women were elected bringing women representation in national assembly to 5.7% excluding the presidential nominees. Currently, women constitute 10.3% of the National Assembly implying a sharp shortfall from the target of 30%. Whereas, the 30% CPD women representation target in national assembly and local council is achievable, it required an affirmative action given the highly patriarchal Gambian society.

In the light of both the output and outcome results from the CPD interventions, it is noteworthy that implementation is on track and with sound intervention logic as discussed under the

⁸ EU Election Monitoring Report, 6th April, 2017.

relevance section, there is hope for the interventions to support the achievement of the set outcome level targets overtime should the implementation momentum be maintained and/or scaled up.

2.2.3 Environment and resilience development

Interventions under this pillar were designed to enable the Government of the Gambia to implement national and international commitments to climate change resilience as enshrined in: i) national climate change policy (2015); ii) the Paris Agreement; iii) the disaster risk reduction policy and strategy, 2014-2017; and iv) the renewable energy policy⁹. Thus, programme support was earmarked for strengthening national capacity to assess, respond to and coordinate disaster and climate risk management. As such, priority was given to supporting the application of evidence-based policymaking for increased resilience; improved absorptive, adaptive and transformative capacities of at-risk communities; and the establishment of appropriate, coordinated and timely responses to risks and shocks.¹⁰ This was envisaged to support the achievement of CPD outcome 3 **“By 2021, National institutions and community capacities are strengthened for effective disaster risk management, climate change response actions and resilience”**.

In line with the envisaged outcome above, the programme set out to deliver 5 outputs by formulating them into specific projects. MTR noted that four specific projects whose implementation was at different levels have been formulated (Fig 1.1 Interventions delivered under the different projects are intended to support the realization of the two outcome indicators namely: i) Human resource capacity strengthened in 8 institutions responsible for disaster risk management; and ii) Reduction in per-capita carbon dioxide emission (metric tons) from 0.3 to 0.01. Ascertaining the progress made towards the envisaged output and outcome results formed the central piece of this evaluation as presented hereunder.

The MTR noted great investments made under different projects towards achieving the CPD outputs although their contribution towards achieving outcome indicator in relation to reduction in per-capita carbon dioxide emissions may not be measured with certainty. Nevertheless, output level achievements are summarized in table 2.3 below.

CPD Outcome	Planned CPD outputs	Achievements
By 2021, National institutions and community capacities are strengthened for effective disaster risk	Output 3.1. Preparedness systems to effectively address the consequences of and response to natural hazards.	<ul style="list-style-type: none"> Production of the state of the environment report supported Development an Environmental Education, Climate Information Communication Strategy and action plans supported Nation-wide assessment of potential nature resources supported Installation of Hydrological/ meteorological infrastructure eg at Bansang Staff from key institutions trained eg 15 hydrological staff trained.

⁹ Programme Document.

¹⁰ Ibid.

Output 3.2. Gender-responsive disaster and climate risk management integrated into the development planning and budgetary frameworks of key sectors.	<ul style="list-style-type: none"> ▪ Livelihood diversification supported through promotion of high yielding crops, apiary and support to fishing communities. ▪ 30 community member of whom 50% female trained & equipped to start apiary projects ▪
Output 3.3. Scaled-up actions on climate change adaptation and mitigation implemented.	<ul style="list-style-type: none"> ▪ Adoption High yielding crops such as rice and cassava been supported ▪ Procurement & installation of key weather equipment such as weather display board, metrological weather stations ▪ Restoration of mangrove forests ▪ Restoration of vulnerable coastal areas
Output 3.4. Inclusive and sustainable solutions adopted to achieve increased renewable energy access and efficiency.	<ul style="list-style-type: none"> ▪ Procurement & distribution of energy efficient and environmentally friendly cooking stoves ▪ Capacity strengthening of women and youths in renewable energy ▪ Procurement & installation of solar & water pumping systems
Output 3.5: Capacities of national and subnational administrations enabled to enhance conservation, sustainable management, and use of natural resources, biodiversity and ecosystems.	<ul style="list-style-type: none"> ▪ Demarcation of protected areas and their subsequent enclosure elected. ▪ Construction of key infrastructure eg North Bank Regional Headquarters & an out-post/sub-station at Kuntair. ▪ Installation of cameras

Flowing from the implemented interventions, it is apparent that upstream and down stream capacity strengthening for climate change mitigation and adaptation is being created. Indeed, human resource capacity in various responsible institutions has been strengthened through the project supported trainings as well as the equipment that has been installed. Thus, the CPD supported capacity development has well targeted both soft and hardware capacity strengthening requirements for sustainable and appropriate climate change responses at national and sub national levels.

It thus suffices that the programme is on track towards achieving human resource capacity strengthening oriented indicator. However, whereas the programme target is to strengthen human resource capacity in 8 institutions responsible for climate change response, it would have been more guiding if these institutions are mentioned right from the start to act as a spring board to measuring achievement. Furthermore, a number of projects have been designed and implemented under Environment and resilience development pillar all focusing on capacity building. However, the MTR could not establish the presence of a coherent capacity strengthening plan guiding these interventions. In its absence, duplication of effort is possible and the achievement of systematic and sustainable results may be compromised.

It is apparent that the CPD oriented interventions are strategically positioned to support the adoption and propagation of good practices towards climate change resilience and adaptation. This inevitably has significant impact on carbon-dioxide emissions overtime. While the emissions reduction outcome indicator is achievable, the source of the required data to measure progress needs to be clearly indicated and data prepared for purposes of progress tracking at various stages of programme implementation.

2.2.4 Effectiveness of UNDP's partnership strategy

Throughout the whole CPD, numerous partners are named from the concept to the implementation of projects. Partnership with Development partners, key government MDAs, Private Sector, CSOs and targeted beneficiaries was very fundamental not only in the effectiveness but for the sustainability of the programme outcomes due to active participation, capacity building and buy-in in the partnership. It is obvious that creating strategic partnerships and forging synergies are approaches that UNDP takes seriously to effectively and efficiently achieve results. According to 2019 PCAP The Gambia, "In the next two years of its current CPD the UNDP Gambia Office must ensure internal capacity for delivery, both at the operational and policy level and seize opportunities for strategic partnerships with international NGOS, private sector and academia to entrench its position as the partner of choice par excellence within The Gambia". A mix of traditional UN partners and nontraditional partners such as South Korea and Turkey are all targeted and this can only add value. There is the need to formalize partnership arrangements through a MoU or other means. For example, the Support to the President Office project is partnering with the Tony Blair Institution but there is no formal partnership agreement between UNDP and Tony Blair Institute.

In areas of environment resilience, appropriate to select key principles as stakeholders – involvement of neighbouring communities in protected areas management at local level and MDAs such as NEMA and Ministry of Environment, Climate Change and Natural Resources (MECCNAR) played a core role in technical guidance and capacity enhancement of the MDAs as principles and custodians of the outcomes. For example, in the Environment DRM and NRM project MECCNAR played an important role in scaling up and soliciting budgetary allocations which are key to sustenance of the programme outcomes.

UNDP collaborated with the World Bank, the IMF and African Development Bank that have wide ranging expertise in area of economic policy and poverty reduction. At the national level UNDP supported the Ministry of finance and economic planning and the Gambia Bureau of Statistics. Further relationships were also established with key ministries (Ministry of trade, Ministry of Youth, Ministry of Agriculture etc) to align resources with national priorities, and assessment risks to the achievement of national development objectives, and will mobilize resources.

In the area of governance, UNDP engaged in partnerships with the United Nations organizations, development partners and civil society. This partnership brought on board the necessary resources and synergy to deliver on the targeted outcome. Among the initiatives were the consolidation of governance-related reforms, strengthening national institutions to promote the culture of democracy, human rights, access to justice, anti-corruption through improved accountability and transparency, and the rule of law, using innovative approaches to reach the poorest. The support provided in form of capacity strengthening of the enforcement justice delivery and human rights institutions indeed have contributed to better service delivery improved citizen participation in decision making and elections. UNDP has also tapped into

global network through South-South and triangular Cooperation thus enhancing service access to justice by children and women using the legal aid approaches.

The evaluation has observed that across all the three outcome areas there are complementarities in the way the interventions were designed and implemented with the national partners who include the MDAs across the board. This is because care was taken to ensure the interventions go a long way in building capacity of the institutions to deliver on the cross cutting development goals as enshrined in the SDGs and national development plan.

The design of the partnerships across the three outcome areas as alluded to above were such that synergy and technical capacity were the key guiding tenets. Indeed, there is ample evidence of synergies playing critical role in achieving the outputs. For example on justice delivery, partnerships across the justice sector were key to improved service because all institutions act as whole and complement each other.

In environmental resilience, through South-South Cooperation fostered by the project is the MoU signed between the Nigerian Meteorological Training School (NIMET) and the Department of Water Resources whereby NIMET is providing lecturers to implement Class III Meteorologist training in The Gambia as part of a Technical Assistance provided to sister countries¹¹. This opportunity enhanced the climate information for planning and enhanced the resilience of communities whose livelihoods heavily depend on weather for productivity.

There has been an impressive working relations with FAO, UNICEF, WB, IMF, UNCTAD and GEF to deliver good outcomes across the three outcome areas of governance, environment resilience and economic growth. Evidence from annual reports show that the working relations was subtle enough to deliver on the outputs anticipated. Key focus was the technical as well as financial support to ensure that activities planned yield the necessary results.

Governance and human rights partnership with Civil Society have yielded immense results in terms of creating awareness and increased service access to the marginalised women and children. The latter are the targeted beneficiaries of the justice programme. This is addition to mobile clinics run by the CSOs to augment the institutional framework of formal justice institutions. Partnership with the private sector in area of economic growth have enhanced the contribution of the private sector job creation and expansion of economic activities as well enabling the private sector tapping into the international market through standardisation and training facilitators with UNCTAD.

2.2.5 Facilitators and inhibitors of performance

The evaluation noted that the facilitators and inhibitors of programme performance are embedded in both the internal (programme design and implementation arrangements) and

¹¹ 2018 -Project Implementation Review (PIR) Gambia LDCF-Strengthening climate services and early warning systems in the Gambia for climate resilient development and adaptation to climate change – 2nd Phase of the GOTG/GEF/UNEP LDCF NAPA Early Warning Project

external (policy & regulatory framework, resource availability etc) environment as seen hereunder;

a) Facilitators

- ✓ The use of NIM has ensured availability of key structures and facilities such as government infrastructure which have supported programme implementation.
- ✓ 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
- ✓ 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
- ✓ Interventional focus on both up and down stream interventions coupled with UNDP's comparative advantage in Up and downstream interventions.
- ✓ The use volunteers who particularly play a key role in sustaining project activity implementation even after the contract expiry of the core project staff.

b) Inhibitors

- ✓ 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
- ✓ Limited human resource capacity at UNDP to effectively oversee implementation.

2.2.6 Programme contribution towards national development

Significantly, CPD contribution towards national development falls under four categories namely; capacity development, knowledge generation and management to support evidence-based planning, policy and regulatory improvements as well as infrastructure development. Capacity development is the fundamental CPD components under all the pillars. This is based on the assumption that with institutional capacity strengthened, responsive and inclusive planning is aided leading to the delivery of good quality and inclusive services directly targeting the vulnerable. As a result, the delivered support under the CPD interventions have positively impact on the national and sub national capacities for sound economic management, economic growth through entrepreneurship, democratic governance and human rights and climate change and sound natural resource management.

Through programme support to the Gambia Bureau of statistics and other supported research, knowledge to guide evidence-based planning has been generated. For example, through programme support, annual SDG and NDP implementation reports have been produced. These have become key reference documents in national planning.

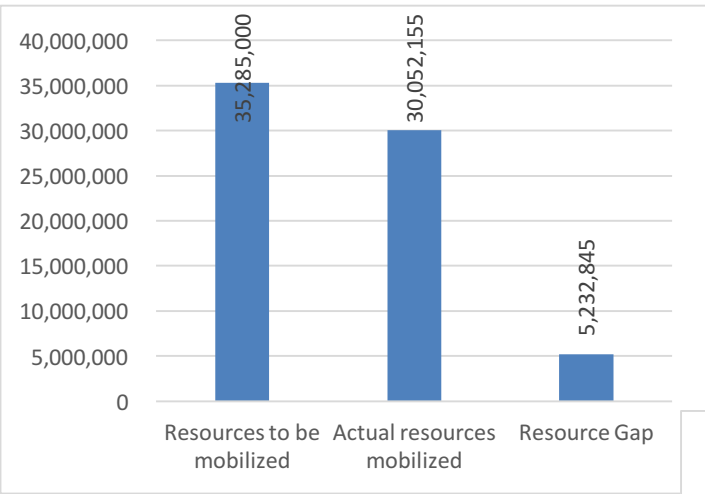
2.3 Programme efficiency

Analysis of programme efficiency was anchored on the extent to which the programme results have been or can be attained at minimal deployment of resources. Thus, deliberate strategies employed to ensure economical use of resources, efficacy of UNDP’s approaches, resource models and conceptual framework, efficacy of the adopted M&E system as well as the overall programme financial management and accountability system were analyzed. The results are presented hereunder;

2.3.1 Evidence for economical use of resources

The ability of the programme to mobilized the required resources and economically utilizing the resources to achieve the planned results are key indicators of efficiency. According to the CPD Resource Mobilization Target, a total of USD 35,285,000 is expected to be mobilized. The MTR established that of this, USD 30,052,155 has been secured at the time of this MTR¹² leaving a resource gap of 5,232,845 (14.8%) as seen in figure 2.7 below.

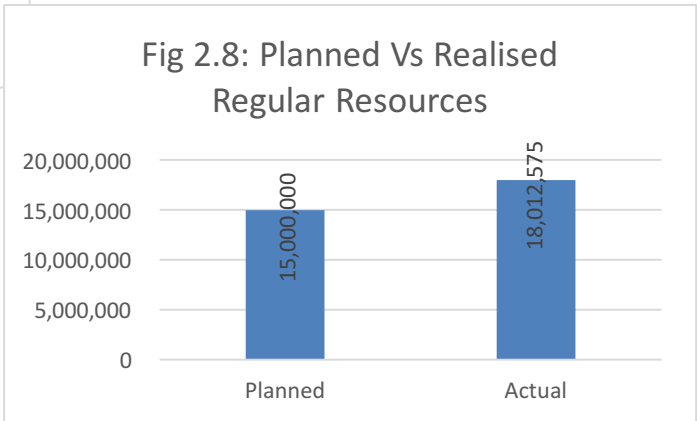
Fig 2.7: Resource mobilization performance



The MTR noted that both the overall programme and specific projects implementation has been mindful on the economical use of resources. Although most of the project are at mid implementation, the cost effectiveness of the Coastal Reliance project which has already been completed is enough

Furthermore, the MTR noted that the targeted regular resources (15,000,000) have been surpassed, standing at 120.1% as seen in figure 2.8 below.

The realized resource mobilization performance for both regular and other resources is an indicator for successful programme implementation.



¹² Gambia UNDP COUNTRY OFFICE RESOURCE MOBILIZATION TARGET (RMT) 2017- 2021

evidence for the level of implementation efficiency that has been achieved under CPD implementation.

Analysis of both the project indicator based performance vis-à-vis the overall project expenditure indicate that the overall project performance was on average above 80% at 67.95% of the planned budget¹³. Discussion with programme management staff revealed that activity implementation under various projects is averagely above 40% although analysis of the expenditures as of July 2019 shows an average of 33.56% as shown in table 2.4 below¹⁴.

¹³ Terminal evaluation report of Coastal Resilience project.

¹⁴ The MTR team could not obtain the Combined Delivery Reports for some projects indicated in the table.

Table 2.4: Budget performance of CPD projects

Name of Project							
	2016	2017	2018	2019	Total Exp	Grant Budget	Burn-out rate
Early Warning Systems	578,145.33	1,067,550.16	341,198.87		1,986,894.36	8,000,000	24.84
Eco Mgt & Evidence-based Policy			1114758.1	316461.66	1431219.76	3,900,000	36.7
Entrepreneurship & Private Sec			1044102.76	347973.33	1392076.09	3,000,000	46.4
Gambia Protected Areas Network	295097.25	397689.58	134749.26	0	827536.09	1444310	
Coastoral Resilience project	2872538.93	2231347.14	1351673.74		6455559.81	9,500,000	67.9
Strengthening democracy			982671.91	173786.2	1156458.11	4,400,000	26
Sustainable NRM; DRM and RE			381270.2			3,195,000	

The MTR noted that strategies have been devised deliberately or by default to ensure cost effectiveness of implementation. They include the following.

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 all the CPD projects. Indeed the monitoring reports provided valuable inputs in the quarterly Project Steering Committee (PSC) meetings in which the project's progress is 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 efficiency.

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.

Furthermore, while some annual reports especially under outcome 1 are presented with both the narrative and financial data to enable comparative analysis of the delivery efficiencies, this practice has not been adopted across other projects. Although financial reporting is done through CDRs, it is important for the narrative reports to contain at least summaries of financial resources that have been committed to generate the results being reported.

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 provide for annual audits in tandem with UNDP financial management policy. As such, the MTR was able to verify the availability of audit reports especially for the projects under outcome 1. There is commitment to ensure sound financial management although the capacities of some implementing partners are reportedly weak. UNDP has continued to provide financial management training and direct support to implementing agencies whose capacities have notably been weak.

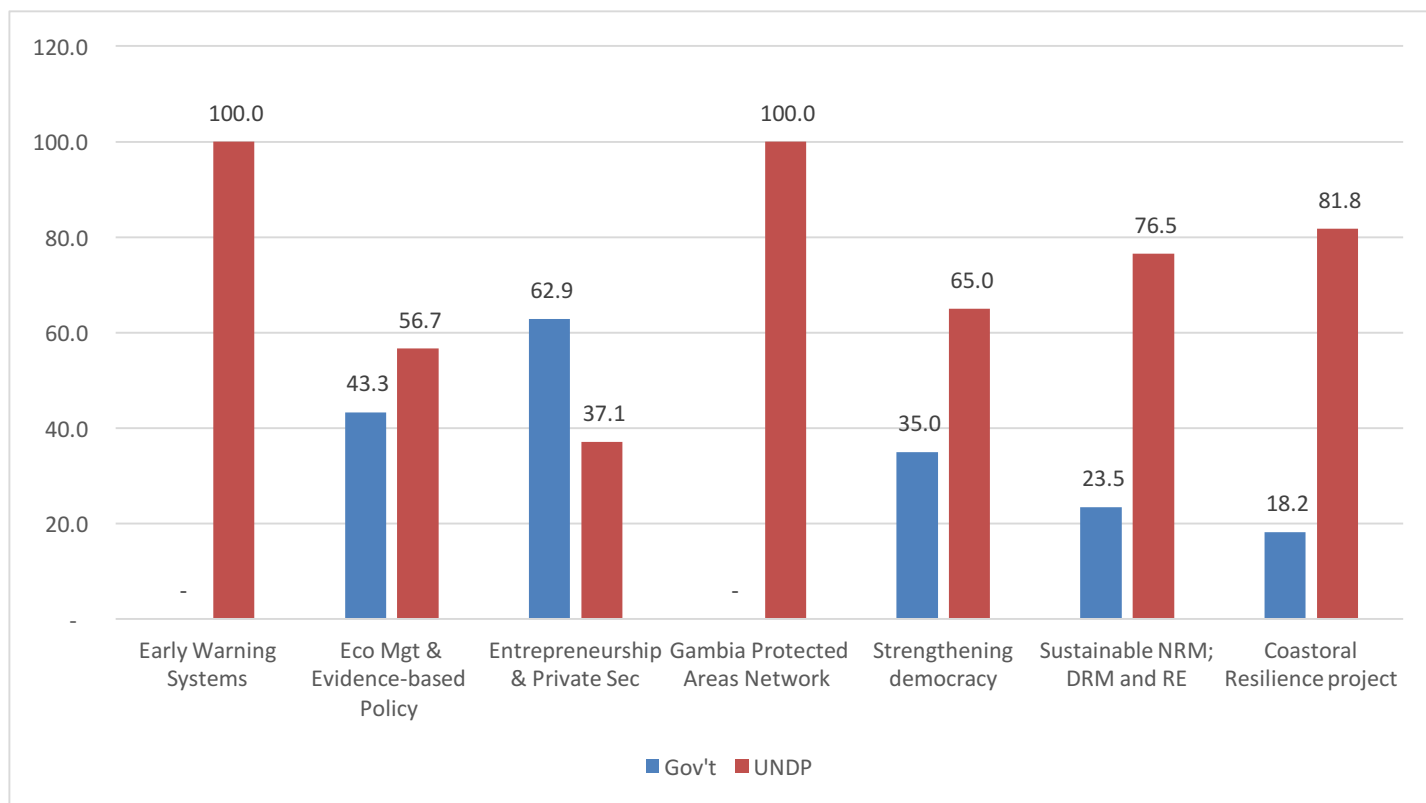
iii) The National Implementation Modality

The implementation of all CPD oriented projects has been well pivoted 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.

The MTR noted that although much of the resources are disbursed directly through the UNDP financial system, some implementing partners have also taken part in direct financial management as seen in figure 2.9 below.

Fig 2.9: UNDP Vs Gov't Resource disbursement systems



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 and budget indicate that the project resources are well allocated to planned outputs with only 8% allocated to general management services. This provides adequate guidance during annual and quarterly work planning and help to ensure that each unit of project resources is directed at achieving a planned unit of outputs. According to 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 annual CDR are more general and providing little reflection on the program output-expenditure nexus. This hinders systematic linkages between the financed activities and the planned outputs.

2.3.2 Efficacy of UNDP's Approaches, Resource Models and Conceptual framework

UNDP role has been wide ranging and subtle in the support of the interventions targeting all the three outcomes. The support has been in form of technical initiatives of designing the programme interventions and bringing on board requisite partners in the area of the intervention. In the area of inclusive growth, bringing on board the technical as well as synergies that have enabled the effective design and implementation of the interventions across the three result areas.

The comparative advantage of UNDP emanates from the experience in supporting development interventions in the past and usually draws from past lessons learnt which provides a firm foundation upon which the development interventions are anchored. Furthermore, UNDP also has clout to mobilise both human and financial resources to support any interventions. This is demonstrated through bringing on board development partners in specialised areas such as FAO, GEF, UNCATD to mention but a few. UNDP has also huge influence to bring to bear on government to embrace development initiatives as demonstrated through support of tailoring the development initiatives in line with government priorities.

2.3.3 Programme financial management and accountability system

In all CPD projects, financial management follows the UNDP system. Financial resources are disbursed on quarterly basis guided by FACE and HACT tools. It is upon satisfactory accounting for the previous disbursements that more resources are disbursed in accordance to the approved work plans. However, the MTR noted that there is still limited capacity in among some implementing agencies to adequately adhere to the UNDP financial management system. This calls for continuous support in order to achieve the desired levels of competence and compliance.

2.4 Programme sustainability

This mid-term evaluation assessed three CPD outcomes with a view of producing evidence on the likelihood of the sustainability of the interventions. The outcomes were:

- Inclusive economic growth and poverty eradication
- Governance and human rights; and
- Environment and resilience development

The evaluation observed that UNDP interventions have higher chances of sustainability given the approaches and strategies employed in the design and implementation of the interventions targeted at the outcomes on: Inclusive economic growth and poverty eradication; Governance and human rights and the Environment and resilience development.

The evaluation identified distinct policy, institutional and legal reforms as well as capacity building across all interventions that feature key pillars of sustainability of the interventions. Such key pillars identified as evidence demonstrated higher values so far realised in the mid-term and demonstrated key pointers in the long-term for sustainability of outcomes in the three programmatic areas. The evaluation came across pertinent evidence in the following areas: -

2.4.1 Policy and regulatory environment

i) Inclusive growth and poverty reduction,

The policies and regulatory frameworks that were 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.

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 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. 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.

Under the pillar of Inclusive economic growth and poverty eradication notable policy and institutional reforms guaranteeing sustainability stand out. In policy reforms notable were: 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.

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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.

ii) Governance and human rights outcome

The key policy and regulatory reforms that stand out with potential to enhance accountability were the overarching intervention by the programme to support constitutional review process of the 1997 Constitution. This review process is likely to usher in key policy and legal reforms that embody critical areas likely to sustain programme outcomes in areas whose outcomes are covered by his mid-term evaluation including governance. This mid-term evaluation noted that during the consultation process, there was significant national support on the issues of removal of the death penalty, citizenship, management of land resources and presidential terms limits as well as presidential powers. The constitution is the supreme law of the land and its legal directions has a binding effect on any development process that includes among others budgetary subventions to support the governance outcomes.

In the area of promoting democracy, the Independent Electoral Commission (IEC) has introduced ballot voting system likely to be appreciated and promoting trust in then the electoral processes compared to marble-voting system¹⁵. The plans to introduce mechanisms for the inclusion of the diaspora registration and voting itself opens up a democratic space that will attract buy-in by every Gambian due to opened up democratic space thus creating conducive conditions for sustained democratic peaceful transitions from one government to the other.

Following in the foot-steps of other electoral reforms is the institutionalisation of the Interparty Committee whose Vision document has already been drafted. The institutionalisation of the Interparty Committee¹⁶ is itself a mechanisms to ensure there is a sustained interparty dialogue that is key to building democratic principles that will stand the taste of time as far as sustaining the governance outcomes by programme interventions.

A critical document, the Action Plan intended to guide the National Assembly members to enhance their role in the promotion of the SDGs has been put in place. One of the key sustainability driving tenets is enhancing the implementation of the SDGs through capacity building initiatives of the National Assembly and the local governments on main streaming SDGs in regional work plans and for reporting¹⁷. The national assembly and local governments have the responsibilities and powers to allocate resources and making critical decision making on development programmes and their improved capacity therefore is key to sustainability of programme results in critical areas of governance.

Furthermore, there has been publication of a pocket Guide for committee members following their inductions on committee work. The guide is a day today Quran which serves to reminder the members of parliament on their cardinal role in performing their oversight functions which will be the norm for other in-coming legislators in the future.

¹⁵ 2019 Annual Governance Report

¹⁶ 2019 Annual Governance Report

¹⁷ 2019 Annual Governance Report

Also important to note is putting in place the Gambia Parliamentary Women's Action Plan and Advocacy Reference Manual. The latter have been developed for the establishment of the Women's Caucus and recruiting and empowering its membership to improve women's participation in the national decision-making process. The two reference documents are means and ways of supporting on sustained basis in the long-term after the end of the programme interventions¹⁸.

National Security Policy (NSP) 2019 serves as important guide and roadmap in support of all initiatives aimed at promoting peace in many years to come. The policy provides for mechanisms and institutional frameworks that serve to promote the peace outcomes in the long-term. It also guarantees sustained funding of the security interventions hence sustainability of the programme interventions.

The National Security Strategy (NSS) and the Security Sector Reform Strategy (SSRS)(Social Sector Security reform-Achievements registered so far)which gave birth to a number decision advisory bodies that include: National Security Council ,SSR Steering Committee, International SSR Partners, International Advisors Group on SSR, Heads of Security Institutions, SSR Institutional Focal Person. The latter institutions form a strong embodiment for sustainability due to the inbuilt elements for continued financial and technical support as well as synchronised institutional coordination that guaranteed sustained peace and security outcomes¹⁹.Furthermore, the fact that the institutional constellation is bottom up from the lowest to the highest level decision making will be informed by realities on the ground that serve as sustainable grass rooted to support the outcomes of the programme interventions.

Corruption reported as cancerous tumour that has eaten up the social fabric of the Gambian society is also rapidly being tackled using the sustained means to scale legal reforms by Government aimed at strengthening the existing anti-corruption Act and establishment of an Anti-Corruption Agency. The legal and institutional reforms therefore form bedrock in the improvement of services delivery as a clear way of sustained programme outcomes²⁰.

iii) Environment and resilience development

Efforts have been made to develop an Environmental Education, Climate Information Communication Strategy and action plans, incorporating emerging Climate Change and DRR issues²¹. The strategy and plans will therefore act as key pillars to enhance the resilience to climate change as well conservation in the long-term. Furthermore, the National Adaptation Plan (NAP) process was established under the Cancun Adaptation Framework. This plan is envisaged to promote political and financial support at the national level for countries to mainstream climate change into development planning²².

¹⁸ Ibid

¹⁹ Social Sector Security reform-Achievements registered so far

²⁰ 2019 Annual Governance Report

²¹ 2018-Annual Report- Enhancing Resilience of Vulnerable Communities & Areas / Environmental Sustainability

²² One page Briefing document for RR/RC

2.4.2 Institutional reforms and infrastructures strengthening

i) Inclusive growth and poverty reduction

In the Economic management project, capacity focused on infrastructure like IT, management information systems with a focus of improving a sustained service delivery. The targeted beneficiaries were the MDAs.

ii) Under the Governance outcome,

A fully-fledged institution the National Human Rights Commission has been put on place and the formulation of procedures, rules and processes for its mode of operations. The establishment of such an institution guarantees that there will be effective monitoring of human rights abuses and the culprits in a sustained manner. The institution will also be supported by the government budget as well attract donor and collaboration with likeminded institutions which forms a critical corner stone to protection of the rights beyond the programme period.

iii) Environment and resilience development

Requisite infrastructure such as the construction of a new Hydrological headquarters in Bansang responsible for national hydro-met monitoring, Computers and other equipment installed at all Regional Meteorological Headquarters in the Country and the 3 LED Weather Display boards which have been strategically installed at key locations throughout the country in Kairaba Avenue, Brusubi Turntable and Tanji guarantee sustained weather services that will be important for supporting production activities in a sustained way²³.

Furthermore, the construction of coastal protection measures is the appropriate infrastructure that guarantee protection of coastal communities from natural sea induced hazards which enhances the resilience of their livelihoods in the long-term. A case in point are the construction of the defence structures along the Senegambia Beach stretch and Tanji coastline which enhanced the Construction of the Integrated Farming System²⁴.

a) *Capacity building of institutions*

Capacity building comprised of human resource development and institutional building at the upstream and downstream.

i) Inclusive growth and poverty reduction

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 endeavours. 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 councillors and management which has enhanced participatory bottom -

²³ 2018 ANNUAL REPORT -Early Warning-Strengthening Climate Services in Gambia-Ministry of Environment, Climate Change and Natural Resources

²⁴ 2018 Annual report-Coastal resilience

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.

ii) Under the Governance outcome

The strengthening of the capacities of the Interparty Committee in Collaborative leadership and Dialogue gave birth to draft Vision document. The Vision document institutionalizes the IPC. Consequently, document guarantees the future existence of the institution which will guarantee peace among political parties in a sustainable manner. This will further enhance visibility of IPC²⁵. The training of trainers workshop of selected members of parliament to guide SDG activities in the national assembly and also train local government authorities on mainstreaming the SDGs in regional work plans and for reporting is capacity that points to better oversight and planning which are sustainable particularly for SDGs monitoring²⁶.

The establishment of a parliamentary Research Unit provides a key platform of sustained support for induction of staff and interns and the establishment of systems, process and procedural guidance for the unit²⁷. A tripartite Social Cohesion and Peace Project Team comprising representatives of Ministry of Interior (representing Government); West Africa Network for Peace building – WANEP The Gambia (representing Civil Society) and UN has elements of the national ownership and therefore sustainability of the peace outcomes²⁸. In the area of access to Justice, mobile legal clinics to be run through the Gambia Bar Association (GBA) and the National Agency for the Legal aid (NALA) demonstrate that such institutional frameworks by their mandate and commitment will sustain the outcomes in the long-term²⁹.

For sustainability of gender gains, there was establishment of the Women's Caucus and recruiting and empowering its membership to improve women's participation in the national decision-making process. This caucus core mandate is none than promoting women interests which ultimately contributes to sustainability of gender outcomes³⁰.

²⁵ 2019 Annual Governance Report

²⁶ 2019 Annual Governance Report

²⁷ 2019 Annual Governance Report

²⁸ 2019 Annual Governance Report

²⁹ 2019 Annual Governance Report

³⁰ Ibid

2.4.3 Programmatic areas of sustainability

Environment and resilience development, quite a number of interventions stand out in line with national programmes which will guarantee sustainability. In the area of conservation, the gazettment process of protected areas has been earmarked for extension which to fulfil the provisions of the Wildlife Act 2000. The extension of the intervention period itself to year 2020 is a programmatic leeway to fulfilling sustainability of the conservation in the long-term³¹.

The initiative of the National Adaptation Plan (NAP) process established under the Cancun Adaptation Framework is but aimed at promoting political and financial support at the national level for countries to mainstream climate change into development planning. Thus the adoption by the Gambia is a programmatic response for long-term planning for climate change adaptation within the framework of national development priorities, an approach to sustain the outcomes climate change adaptation.³²

2.4.4 Environmental sustainability

The initiatives to extend the protected areas means more reclamation and protection of the biodiversity in the long-term attracting investments in tourism and related community livelihoods thus reducing on the encroachment of the protected areas³³. It should be noted that the expansion of protected areas and improvement in their management effectiveness, and two that focus on improving management of forest and other natural resources in surrounding production landscapes, and the generation of livelihood benefits from diversified and sustainable alternative income streams.

The Initiation and creation of the bottom based institutional arrangements(The Park and Village Development Committees) in the protection of the biodiversity in protected areas gives the local communities a leverage and power in the management of natural resources which attracts their buy-in through participation in Park Committees. This has a ripple effect on placing the responsibility at the communities doorsteps who will dedicate time to biodiversity protection. It was reported the initiative has brought on board number of villages playing significant role in management of natural resources to 96% increase in the number of villages who play a significant role in management of natural resources which renders the outcome quite sustainable³⁴.

Interventions to support the Rural livelihoods in the coastal zone have been enhanced and protected from the impacts of climate change through the demonstration and the transfer of successful coastal adaptation technologies and the introduction of economic diversification-case in point is the horticultural gardens, training provided for community members on basic garden facilities and resources management, agro-forestry; and financial record keeping and the benefits were quite immense to entice the communities embrace the interventions thus outcome sustainability is quite immense³⁵.

³¹ 2019 Project Implementation Review (PIR) Gambia PAs & NRM

³² One page Briefing document for RR/RC

³³ 2019 Project Implementation Review (PIR) Gambia PAs & NRM.

³⁴ 2019 Project Implementation Review (PIR) Gambia PAs & NRM

³⁵ 2018 Annual report-Coastal resilience

2.4.5 Social-economic sustainability

Communities and opinion leaders buy in the extension of the protected areas means reduced conflict and therefore protection from the areas by the communities themselves (2019 Project Implementation Review (PIR) Gambia PAs & NRM)

The local communities have embraced and practiced approaches for strengthened livelihoods through solutions for management of natural resources, ecosystem services, chemicals and waste. For example sustainable rice production and bee keeping show signs of being continued and replicated on scale as communities have embraced them due to increased food security as well as attendant business opportunities that come with them such secondary processing which includes among other things such as soap, body lotion, candles³⁶. (2019 Project Implementation Review (PIR) Gambia PAs & NRM).

The inclusion of women adds an important element to sustainability of the outcomes on environmental resilience. Women form the core segment of the populations in the Gambia due to their positioning as providers of food for the home and other household responsibilities. Women also have high absorptive capacity and buy in the innovations and therefore likely to continue with them due to immense benefits related to their roles as providers for the home. For example use of the energy saving stoves, bee-keeping and attendant benefits of soap, body lotion and candles are very key to augment women efforts in food security, hygiene and add income to their households³⁷.

3.0 UNDP Programming Principles

3.1 Gender mainstreaming

The Government of the Gambia has long recognized Gender mainstreaming as an instrument of development since Independence. Efforts have been spent on ensuring that the Constitution, laws, development blueprints, policies and programmes are gender responsive. Key among these are the Women's Act 2010, the Women's Amendment Act 2012, the Sexual Offences and Domestic Violence Acts in 2013 and the National Gender and Women Empowerment Policy 2010-2020.

The Government established the Women's Bureau and National Women's Council in 1980 and the Ministry of Women's Affairs in 1996 which became functional in 2018 and created the Federation of Gambian Women in 2010. On the international front, the Government has ratified several international conventions such as the CEDAW, the Beijing Platform for Action, International Covenant on Civil and Political Rights, Protocol to the African Charter on Human and Peoples' Rights on the Rights of Women in Africa, The African Union Solemn Declaration on Gender Equality and Maputo Protocol.

The National Development Plan 2018-2021 has among its critical enablers the goal to 'Empowering the Gambian Woman to realize her full potential' which has three outcomes stated as :i) Enhanced Women's Economic Empowerment and Sustainable Livelihoods ; ii) Increased Representation and Participation of Women in decision-making; and iii) Gender-

³⁶ 2019 Project Implementation Review (PIR) Gambia PAs & NRM

³⁷ 2019 Project Implementation Review (PIR) Gambia PAs & NRM

based Violence Reduced. It is along this that the UNDAF also coined its contribution to the development of the Country broadly in two outcomes which also encompasses the support to achieve the following SDGs Goal 5: Achieve gender equality and empower all women and girls; Goal 8: Promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all; Goal 10: Reduce inequality within and among countries; and Goal 16: Promote peaceful and inclusive societies for sustainable development. The UNDP's CPD 2017 -2021 holistically mainstreamed gender in all the three outcomes of its support namely: (a) inclusive economic growth and poverty eradication; (b) governance and human rights; and (c) environment and resilience development.

This evaluation conducted an in-depth review and closely examined the support that UNDP has provided to promote gender mainstreaming, women empowerment and gender equality in the country. The evaluation revealed that in all the outcomes of the CPD, there is a well-defined crosscutting principle of gender mainstreaming in the programmes. In the design of the Governance and Human rights projects funded by the Peace building Fund, a deliberate and purposeful emphasis is placed on assessing how the projects are ranking with the use of the Project Gender marker score in the project documents. Examining closely the results matrix, gender disaggregated data is used and there are numerous gender sensitive indicators to ensure that gender promoting activities are implemented in the project. In the Inclusive economic growth and poverty eradication projects, the evidence and information that is gender disaggregated and well informed on the latest analysis on the situation of women to the implementation. Even though Gender equality is not as prominently integrated in the outcome Environment and resilience development, two among the five projects are gender responsive and these are the Investing in Solar PV in The Gambia and Sustainable NRM; DRM and RE. In these two projects, there is a conscious effort from the design to the implementation to include women in the projects.

First and foremost, within UNDP, the organization is 'walking the talk' through its Country Office Gender Equality Strategy and Action Plan (2017-2021) which is premised on the UNDP Global Mandate for Gender Equality: UNDP Global Strategic Plan and UNDP Gender Equality Strategy. Evidence showed that the Organization itself commits to mainstreaming gender as a programming principle to ensure that UNDP's activities contribute to closing the gender gap in both its internal as well as external work.

Internally, efforts have been made in implementing the Gender Strategic Plan and its three objectives which are to guide UNDP in delivering tangible gender equality results; deepen the UNDP's gender development results, making its presence observed and felt more deeply on the ground and serve as a DI for measuring the CO's commitment to gender equality. The Organization has achieved significant results ranging from developing the staff capacities in gender mainstreaming accompanied by a variety of learning tools. Guidelines for gender screening in recruitment have been developed, a gender question included in the interview with a gender balanced representation in the interview panels. All new staff are trained on gender mainstreaming and the induction handbook on UNDP gender equality values and goals has been designed and available.

With the prerequisite skills sets on gender available internally, the environment was also transformed to be gender friendly with the adaption of the global UNDP policy on prevention of workplace harassment, sexual harassment and abuse to its office environment and all staff have been provided with knowledge on the prevention and reporting measures. Gender friendly work arrangements such as flexi time , paternity and maternity leave for employees with new- born babies is promoted. One area where women are marginalized is in Procurement and the UNDP is spearheading the efforts to include gender considerations in procurement plans and procedures, followed by an action plan to mobilize business- women to engage with UNDP under a flagship project known as “Women in Procurement.”

Externally, the evaluators discovered that the generation of knowledge products such as the guidance note and manual on the Gender Equality Seal Certification Programme for Private Companies in collaboration with the Gambia Chamber of Commerce and Industry (GCCCI) and advocacy manuals and brochures for introducing gender perspectives into traditionally male- dominated professions to partners in governance, security sector, peace-building, trade and industry, energy and public procurement have contributed to the breakdown of the barriers that women have been facing in these areas. In addition, the support given to draft analytical studies and position papers on improving women’s representation in leadership through gender quotas which was fed in the country’s constitutional and security sector reforms was pivotal in giving direction to the women equality agenda for the country.

In terms of programmes, the most significant contribution towards gender mainstreaming and equality is UNDP’s investment in capacity development of a national gender reference group that reviewed and ensured that the National Development Plan (NDP, 2018-2021) is both gender sensitive and pro-gender equality. Another achievement is the success of so many young female graduates from the Gambia Songhai initiatives under the CPD outcome 1 “By 2021, Accelerated Inclusive and Sustainable Economic Growth to Reduce Poverty and Inequality for the Vulnerable Groups “and the ground breaking Mbollo Association under the CPD outcome 3 “By 2021, National institutions and community capacities are strengthened for effective disaster risk management, climate change response actions and resilience“, where young women are trained in traditionally male dominated livelihoods such as welding and solar installation and maintenance. These transformative capacity development activities will result in producing change agents that may lead to fostering gender equality in the Gambia.

In the Governance sector under the outcome 2 “Institutional reforms implemented to ensure rule of law and guarantee the protection of the human rights of all, including access to justice, gender equality, access to basic services, and democratic participation in decision-making processes.”, the support given to women in uniformed forces to perform Caravans across the country, as platforms for inspiring other women to join the police and army, while demonstrating the inclusive approach taken on by the new security sector reforms hold the promise of enabling demobilized soldiers and ex-combatants to reintegrate into their families and communities, and find alternative livelihoods for effective engagement in re-building the Gambia. The ongoing national healing process of the Truth, Reconciliation and Reparations Commission (TRRC) provided an avenue for women to be heard especially in highly sensitive, taboo subject matters such as Sexual and Gender based violence.

Noteworthy to mention is also the engagement with the private sector in rolling out the Gender Equality Seal and the first ever collaboration with 5 private companies in piloting this initiative. The private sector being the sector that employs most Gambians and as such UNDP partnering with them in advancing gender equality has the potential to produce substantive change in the livelihoods of women.

UNDP uses its comparative advantage and engaged a variety of partners in the quest for Gender equality in the Gambia. These partners ranged from within the UN for e.g UNICEF, UN Women, UNFPA, etc to NGOs such as West African Network for Peace-building, Gambia Press Union, Gambia Christian Council and the National Council for Civic Education, Private sector and the women and youth in the communities. This wide network of partners is yielding results in both the public and private spheres.

The evaluators found that despite the positive and momentous achievements of the work in Gender equality, there is room for improvements in terms of the pace that Government is working in realizing the set outcomes stated in the NDP regarding gender. For e.g , it was discovered that women are still not equally represented in the highest decision levels positions in Government. There are currently 4 Ministers including the Vice President which represents 21.0% and that is below the 30 % target of the CEDAW on women representation at the level of cabinet. The newly created Ministry of women, children and social Affairs even though welcomed, has created some confusion in terms of coordination and implementation of related programmes. There is a need to clarify the positioning of the Ministry vis some vis the Women's Bureau and Machineries i.e. the women' s federation and Council. The political landscape is still dominated by men as all the political parties are headed by men and they chose their party representatives in elections. There was a call for 30% quota system in the National Assembly in the ongoing review of the Constitution but due to socio-cultural biases regarding gender quality, the term "quota' was changed to reserved seats as a compromise.

3.2 Human Rights Based Approach

The Government of the Gambia aims to restore democracy, rule of law and respect for Human rights as stated in the National Development Plan 2018-2021 and closely monitors the rate of compliance of its reporting obligations under ratified human rights treaties as evidenced in the indicators under the Strategic Priority 'Restoring good governance, respect for human rights, the rule of law, and empowering citizens through decentralization and local governance'.

As one of the principles of programming in UNDP, HRBA is integrated in all its projects. The most prominent use of it is in the Governance and Human rights outcomes where the core of all its projects are the promotion and respect of human rights. Under the support of UNDP's Governance and Human Rights pillar, the Government has established a National Human Rights Commission, the truth, reparations and reconciliation commission which are all aimed at ensuring that rights violations ceased, and all Gambians have basic freedoms and rights protected. In all the projects.

In the true sense of applying the core programming principles of “leaving no one behind”, the dialogue that UNDP held with members of the LGBTQ community is a first step towards the challenging task of inclusiveness targeting the most oppressed and socially excluded segment of the population. Even though the socio-cultural and legal environment is very hostile to this group, with this small yet significant step of initiating dialogue, UNDP can gain an understanding of the situation of this excluded group and reach them with the necessary support especially in ensuring that their human rights are protected and not violated.

The only missing vulnerable group in the UNDP supported projects are people living with disabilities. There needs to be a concerted effort to include this group in projects and programmes so that they are heard, empowered and can play active roles in programmes and projects.

4.0 Lessons learnt, best practices and recommendations

Flowing from the presentation of the results in the previous sections, this section presents distilled conclusions, lessons learnt, best practices and recommendations. These constitute key take home messages on all the evaluation variables as seen here below.

4.1 Conclusions

Presentation of the conclusions is organized in accordance with the OECD/DAC evaluation criteria.

i) Relevance

Program concept and design is solid as it was informed by in-depth situational analysis and lessons from previous interventions. Other interventions such the electoral support was informed by the results of national assessment mission (NAM). Thus, the interventions are responsive to the needs of the beneficiaries and are well aligned with both UNDAF and National Development Agenda.

There is good logical flow between CPD and its supporting projects. In fact, the CPD outputs are derived from the outcome indicators and the specific projects are formulated out of the CPD outputs. This coherence and consistence in the intervention logic portrays great potential of the programme to achieve its envisaged results.

Satisfactory stakeholder involvement in the design and implementation of the CPD interventions is evident. The use of NIM and the various partnerships that have created during the implementation of the interventions provides a sound framework for effective involvement of stakeholders.

The provision of both upstream and down-stream interventions is a strong strategy for ensuring creation of conducive environment for the sustenance of the programme results over time. The interventions have prioritized policy and regulatory reforms, capacity strengthening and provision of requisite tools. These are key pillars in improved and sustainable service delivery.

The major gap noted in the concept and design of CPD interventions is that some outcomes eg outcome 1 lacked comprehensive indicators to measure the desired progress. Outcome 1 lack an indicator to measure changes in inequality yet, its interventions were directed at addressing inequality. Besides, some project lack comprehensive results frameworks to guide performance measurement. For example, none of the projects had midline output targets.

ii) Effectiveness

UNDP has devised and employed effective strategies to deliver its promised under CPD. Worthwhile efforts to building are streamlining partnerships with various stakeholders is evident. This is not only key in ensuring their effective participation in the programme but also a tool for mobilizing their resources.

At output level, great achievement has been registered although due to lack of baseline indicator targets, rating performance is rendered hard. Nevertheless, the observed consistence in the intervention logic creates the potential of lower level (activity & outputs) results in supporting the achievement of higher level results through a chain of results.

Through programme supported trainings, policy reforms and equipment that have been undertaken, it is apparent that the programme is significantly contributing towards strengthened national capacity and even development.

At outcome level, some progress is being seen more especially in economic management and democratic governance. However, in the majority of the outcome indicators, variation between the MTR status and endline target is still wide hence posing the risk of the target not being met if more evidence-based actions are not undertaken.

CPD interventions have prioritized capacity strengthening. Whereas this is a solid stance, coordinated results would have been achieved if these interventions were supporting a long term capacity development plans of beneficiary institutions. The current approach of capacity development in peace meals is bedeviled by possible duplications and less comprehensive results.

UNDP's comparative advantage in programming coupled with the adoption of appropriate implementation strategies are the overriding facilitators of performance while delays in resource disbursements and limited capacity among implementing agencies have to some extent inhibited good performance.

iii) Efficiency

There is general consciousness across programme implementation on cost containment. UNDP's financial management system has sufficiently provided guidance on resource utilization with emphasis on cost effectiveness. However, the system has sometimes been blamed for delayed disbursements that have compromised timely activity implementation and consequently the results.

Adherence to UNDP financial management and accountability system coupled with output budgeting, NIM, use of volunteers have been strong pillars of programme efficiency. The periodic audits that have been undertaken have provided an opportunity of an objective and independent appraisal of financial management controls and compliance.

The implementation of the overall CPD has been favoured by successful resource mobilization that has seen 85.2% of the planned resources having been mobilized by the time of the MTR. There is hope that the remaining 14.8% of the planned resources shall also be successfully mobilized in the remaining period. However, more resources are likely to be required to support the emerging country needs especially in relation to the coming general elections.

iv) Sustainability

The design and implementation arrangements poses both opportunities and threat to sustainability. Not all projects have so far developed their sustainability plans which has a negative bearing on the benefit continuity of the programme. Nevertheless, programme design and implementation integrated the four pillars of sustainability and to this extent, programme sustainability can be more enhanced.

4.2 Lessons learnt

1. The UN should always support the Government to come up with its development plan first before they embark on drafting their country programme documents. One weakness in the UNDP CPD 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. This is because these documents were drafted before the National Development Plan.
2. Introduction of interventions with direct benefits to local communities attracts buy in with ripple effects of sustainability. This was the case with the extension of the protected areas and Songhai principle.
3. Unforeseen external factors have negative impact on the execution of project activities i.e political impasse during the implementation of project on environment resilience (political change, a slow-down in government expenditure, staff shortages, a political impasse)
4. Delayed or failure to get requisite professional skills to build capacity can hamper operationalization of the interventions. For example, Department of Water Resources staff on the use of boats and forecasting software procured through the project.
5. Partners need additional support when it comes to procurement regulations and contract uptake of the information from the Ministry and sub-IPs.
6. Government ownership over the project is key to the project's success and will help to increase the delivery rate and sustainability of the project.
7. Gender Seal and its related Knowledge Products adopted and produced by UNDP are best practices that should be enhanced in future programming
8. Transparency and inclusiveness in the Transitional Justice project initiatives especially the TRRC as well its individual reconciliations and open door policy
9. Effective stakeholder involvement facilitates programme ownership and stakeholder contribution.
10. With UNDP interventions through Coaching and mentorship provides avenues for capacity building and skills transfer which enhances continuous collaboration and networking.
11. There is need for upstream and downstream interventions a practice that leads to direct impact.

12. The National Implementation Modality (NIM) should be promoted and supported as it promotes ownership and sustainability as the national stakeholders feel more in control of the program.
13. Practical Coaching and mentoring like that of Mbollo Association and Shonghai Initiative provides more hands on skills.

4.3 Best practices

- The National Implementation Modality (NIM) continues to show superior results especially with regard to promoting national ownership and sustainability of the programmes.
- Practical and Coaching methods have proved to be the best capacity strengthening approach compared to classical theoretical training since the coach spends much time with the trainees at GSI and Mbollo projects
- A combination of up and down stream interventions provides a strong base for effective capacity building and sustenance of the programme results.
- Use of volunteers provides a sound human resource buffer and ensures activity continuity as the case was under the outcome 1 activity implementation. The expiry of the project staff contracts did not adversely affect project activity implementation because of the presence of volunteers.

4.4 Recommendations

There is overwhelming evidence that the outcomes are likely to be sustained give the policy, institutional and partnership arrangements between the UNDP and the Gambia Government; development partners, the CSOs and targeted beneficiaries.

1. Given the need to consolidate the support that UNDP is providing to the Government of The Gambia due to resource constraints, there is a need to re-structure and re-classify the components and capacities of the programme to maximize on resources and effectively deliver the required expertise. The Economic management & inclusive growth can be merged with the Governance because of the inherent synergies. This implies that CPD implementation would be anchored on two pillars in line with the UNDAF in order to make good use of the available technical expertise and other resources.
2. The Government of the Gambia needs to clarify which line ministry or office has the mandate to coordinate the NDP. Currently, there are overlaps between different Ministries and what is stated in the NDP as coordination mechanism are either not established or partially functional. Upon clarity on NDP coordination structures, UNDP should prioritize capacity strengthening support to the NDP coordination structures for better and streamlined NDP implementation and monitoring.
3. The newly established Ministry of Women, Children and Social Affairs needs to be supported in upstream work such as policy revisions and amended Acts to take into review, align and establish clear lines of authority between the Ministry, Women's Bureau, the Women's council and federation. This will enable the Ministry to function

properly and execute its mandate and at the same time the development partners will be in a better position to support them .

4. More support should be prioritized to poverty reduction and employment creation interventions. The results from the EMPRETEC and Songhai projects have demonstrated the potential of skilling programme in creating jobs and incomes. Thus, a national skilling programme should be designed and implemented to support job creation.
5. The Peace Building Fund can be used as an entry point for joint programmes as several UN agencies work together with the same partners in some of the projects. The fund is also exemplary in the attempt to mainstream gender and promote gender equality in its funded projects through the gender markers, etc.
6. The structure and approach of the interventions across the board should be revisited to ensure concrete ownership by the MDA for better sustainability. This is intended to reduce projectisation mentality among MDAs which waters down sustainability of the results. Thus, UNDP support should be directed at enabling institutions to develop and implement capacity strengthening plans.
7. In the area of rule of law, there is a critical need for sustained support and sector wide strategies that increase capacity for the entire justice system, not one or two discreet institutions. The criminal justice system is a chain, and each link needs to be supported.
8. In the justice delivery, there is also a need to continue engagement with the community to rebuild trust in the Judiciary, prosecutors and police. This means more than awareness raising exercises – this means creating sustainable community forums where justice providers (duty bearers) hear and respond directly to their communities (rights holders) on a regular basis and without the need for outside funding support.
9. Area of environmental resilience, there is need for post programme funding for maintainable and upgrading of infrastructure like the coastal defence structures at Tanji and Senegambia with the assistance of all relevant stakeholders, particularly the Ministry of Transport, Works and Infrastructure to ensure there is sustenance of the results. The metrological centres also require funding so as to sustain the service to effectively guard against or mitigate effects of climate change.
10. UNDP Gambia should devise new avenues by developing robust partnership strategy that will boost it in mobilizing resources and both financial and human resources given the Gambia's governance and democratic trajectory as well as the issues of Justice and security Sector needs. This can also be done through non-traditional resource mobilization techniques given the dwindling core budgets.
11. With the new UNSDGCF around the corner UNDP should strategically position itself in leading the SDGs given its comparative advantage.

12. Improve Communication and feedback mechanism with all partners both at DPs and national institutions level as well as downstream. This can be achieved through periodic coordination meetings as well as establishment of information sharing platforms such as websites.
13. Recruit an M&E Specialist and develop a sharper results framework: Whereas UNDP CPD has results framework, some indicators were not complying with SMART criteria and lacked baselines which hinders accurate measurement of progress.
14. Basket funding model should be adopted for the next election cycle given the multiple players and prospective funders for effective results and efficient utilization of resources given the fact that UNDP has a comparative advantage in this area.
15. It is important that source of baseline indicator values are indicated to allow verification of data credibility and comparisons. This will ensure that the performance measurement of the indicators make use of the related data sources to enable more accurate comparisons. Under outcome 1, include an indicator that would measure equality. Targets on the employment related indicator should be revised in the light of the 2018 Labour Force survey since the source for baseline data seem to be outdated. Programme performance on employment and income poverty related indicators is notably poor partly due to outdated baseline indicator values that could have misinformed the setting of targets.
16. Institutionalize standardized results based reporting to ensure uniformity in reporting and minimize activity based reporting. This also needs to go hand in hand with capacity strengthening in reporting.
17. Mid-line performance targets should be set to allow objective measurement of performance.

Annexes

Annex 1: OECD/DAC Ranking table

	Rating (1 low, 5 high)					Rationale
	1	2	3	4	5	
Sustainability						Although the programme design and implementation has well integrated the four pillars of sustainability, government commitment to mainstream programme interventions into its work plans is still not ascertained. Besides, many of the implemented project have not yet developed exit strategies. This compromises sustainability potential of the project.
Relevance/Design						The programme interventions are both internally and externally consistent which enhances its relevance. There is a coherent flow from UNDAF to CPD and then to the different CPD projects. Besides, there is observed alignment with the national vision 2020. However, some indicators are poorly stated and again the lack of mid-line targets inhibits objective tracking of results.
Effectiveness						The extent to which the programme outcomes shall be achieved at full implementation still hangs in balance. Out of 9 outcome level indicators, progress has been noted in only 3 while in other 6, the indicators have declined even below the baseline values. However, impressive progress was noted at output level and will better output-outcome alignment, perhaps the achievements at output level can translated into outcomes.
Efficiency						There is general consciousness for cost containment. UNDP has provided tools and guidance for financial management system despite the notably low capacity especial at the IPs. Emphasis on output based budgeting is a useful indication that programme expenditure is well aligned with the envisaged results.

Annex 2: Terms of reference

UNDP Gambia Country Programme 2017 – 2021; Mid Term Review

Post Title: Senior Mid Term Review Consultant Contract

Type : Individual Contractor (International) Organizational

Unit : UNDP Duty Station : Banjul, The Gambia (with possible travel to project sites in Lower River, Central River, North Bank and West Coast Regions)

Duration of Assignment : Maximum of 6 weeks with at least 2 weeks in country

Starting Date: Immediately

Deadline for Application: August 26th 2019

I. Background and Context:

a. Introduction

A new Country Programme Document (CPD) for Gambia (2017-2021) was formally adopted by the Executive Board in September 2016, prior to the current UNDP strategic plan, and signaling the formal start of a new programme cycle. UNDP Gambia Country Programme Document (2017-2021) is anchored on three major pillars, namely, i) Democratic Governance and Human Rights, ii) Inclusive and Sustainable economic growth and poverty reduction and iii) Environment and Resilience and provides the framework within which programmes and project covering the implementation period were designed and are being implemented.

The CPD provided the basis for the design of a new set of fifteen multi-year programmes approved for implementation in September 2017 and which constituted the basis of UNDP's programming in the new five-year cycle.

Taking into account the above, the planned mid-term review will seek to assess progress towards the achievement of the CPD outputs/outcomes in order to understand UNDP's contribution to both the UNDAF and the National Development Plan 2018 – 2021 including the global development agenda 2030, drawing lessons that will then inform the remainder of the programme period. In this respect, the CO is planning to undertake a facilitated exercise that will look both internally and externally to inform the how and what as far as the remaining period of the programme cycle, drawing on experience and lessons learnt over the past period.

b. Changed Programming Context

The Country Programme Document and the UN Development Assistance Framework were approved prior to the historic 2016 Presidential election, which saw a win for a seven (7) party and one independent coalition under the leadership of Adama Barrow. This historic win ushered in democratic change and an end to twenty-two years of authoritarian rule. The implication of this event on UN and UNDP programming has been significant. It has opened up the space for engagements on issues of democratic governance, sustaining peace, social cohesion and rule of law and has also enabled the UN/UNDP to work with key national partners on strengthening evidence-based planning and monitoring based on the true picture/reality on the ground rather than political realities. The new administration has initiated far reaching reforms into such sectors as transitional justice, security sector; media, constitutional review; civil service; access to justice/ human rights and rule of law and human reform among others. The situation compelled UNDP to enter into new territories as a concerted response to the and readiness for a possible support to the upcoming electoral cycle, as well needing to ensure alignment to the vision of the new government, new programming scenarios including the design of new programmes and mobilizing new resources against them. As a result, a substantial component of the current programme reflect a transitional support.

II Objectives of the Review :

The objective of the mid-term review is to assess the progress in achieving the results of the country programme, its relevance, efficiency and effectiveness of strategies in light of the development priorities of Gambia. Specifically the review will assess:

- a. The relevance and strategic positioning of UNDP ensuring its integrator role in support of Gambia's poverty reduction and objectives for the achievement of the SDGs as articulated in the National Development Plan in the context of the UNDS reform and in line with the delivering as one as articulated in the UNDAF;
- b. The frameworks and strategies that UNDP has devised for its support on Inclusive Growth and SDGs; Democratic Governance and Environment and Sustainable Development, including partnership strategies, and whether they are well conceived for achieving the planned objectives.
- c. The progress made towards achieving the 3 outcomes, through specific projects and programmes and the range of technical and advisory services it provides including contributing factors and constraints.
- d. The progress to date under these outcomes and what can be derived in terms of lessons learned for future UNDP support to Inclusive Growth and SDGs; Democratic Governance and Environment and Sustainable Development. Consequently propose areas of re-positioning and re-focusing of the CPD within the current Gambia's development context and priorities, and in light of UNDP's current Strategic Plan 2018-2021;
- e. The relevance of the programme in delivery of the SDGs and African Agenda 2063, through an integrator approach and promoting greater innovation and engagement of traditional and non-traditional stakeholders especially at local level taking into account regional and cross-borders dimension.

III Purpose for the Mid-Term Review

A key rationale for the mid-term review can be found under section 2 above, namely an opportunity for the CO to assess progress towards the achievement of the CPD outputs/outcomes in order to understand UNDP's contribution to both the UNDAF and the National Development Plan. It is a response to the changing programme context and the need for UNDP to assess the continuing relevance of its programme with greater focus on its Development mandate

In addition, consistent with UNDP policy guidance, all outcomes to which UNDP is contributing through aligned activities and planned outputs must be monitored. The mid-term review is an opportunity to examine, as systematically and objectively as possible, the relevance, effectiveness, efficiency, appropriateness and sustainability of the CPD in supporting Gambia's development agenda as defined in the National Development Plan. The Gambia is currently in the second year of the implementation of the NDP and has received pledges to the tune of 1.8 billion of the projected 2.2 billion needed for the implementation of the plan.

The Gambia is a least developed country (LDC), with a Gross National Income (GNI) per capita of US\$ 680 in 2018. The country is also ranked 174rd out of 188 countries in the United Nations Development Programme's (UNDP) Human Development Report (HDR) 2018 Statistical Update, with a score of 0.460— which puts the country in the low human development category. Poverty continues to be a challenge, with the proportion of the population living in poverty estimated at 48.6 percent in 2017. Poverty is becoming more of a rural phenomenon with 69.5 percent of the rural population living in poverty, as opposed to 31.2 percent urban poverty. Unemployment is high according to 2018 Labour Force Survey, at a of 35.2 percent. Female unemployment stands at 57.1 percent and is significantly higher than male unemployment at 42.9 percent. Youth unemployment is also significantly higher than the national rate at 41.5 percent. Unemployment has fueled illegal

migration. Over 2,000 Gambian migrants have returned with the assistance of the International Office for Migration (IOM). Many of these poorly skilled migrant returnees are highly traumatized given the detrimental conditions they faced and the fact that they have returned with less assets and resources than when they embarked on the journey.

This exercise will allow UNDP to engage key stakeholders to discuss achievements, lessons learned and adjustments required in response to an evolving development landscape and changing national priorities. The exercise will allow UNDP to make any mid-course adjustments to the strategic direction of the country programme, as well as allocate resources as appropriate, ensuring it is aligned to national priorities and responsive to national demands. Even more importantly, the exercise will allow the CO to align its Programme more strategically behind the imperatives of the current UNDP Strategic Plan, integrating the theory of change and benefitting from the body of knowledge, design parameters and other guidance generated over the recent past linked to the alignment exercise 2.

IV. Scope of Work:

The mid-term review will cover programme activities from 2017 to 2019. The geographic coverage will include all activities under the three pillar of the CO engagement. This will also cover the extent to which the programme strategy addresses several points of reference, namely, national priorities, as expressed in the National Development Plan (2018-2021), which seeks a stable, inclusive and unified middle-income country that brings higher standards of living to citizens and reduces major inequalities; the United Nations Development Assistance Framework (UNDAF) and Gambia's decision to become a Delivering as One self-starter; the UNDS Reform. and delinking of the Resident Coordinator function; Major indicator of the Delivering as One are on-going including Business Operations Strategy, Communicating as One, Joint work planning among other, though more work needs to be done in respect to establishing a One UN Fund. UNDP interventions (output) have contributed to attainment of UNDAF Key results or outcomes. The task will also involve a review of gender sensitiveness of the country programme and furthermore, assessing the living no-one behind principle.

III. Evaluation Criteria and Key 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 through the CPD 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 addressing poverty and inequality for vulnerable groups?
- To what extent have UN reforms influenced the relevance of UNDP support to Gambia?

Effectiveness

- What evidence is there that UNDP support has contributed towards an improvement in national government capacity and poverty reduction? i
- Has UNDP been effective in helping improve socio-economic development and inclusive growth at the local level in Gambia? 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 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 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 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 interventions?
- How should the Country Programme 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 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 initiatives?
- How effective has UNDP been in partnering with civil society (where applicable) and the private sector

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?

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 Country programme 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 Country Programme 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.

IV. Methodology and Approach

The review will adopt a participatory and inclusive approach, giving voice to different stakeholders involved in the implementation of the CPD as either IP, beneficiaries, partners or other stakeholders. This exercise will also rely on or consult documentation/ information from previous evaluations during the desk review. It is expected that the consultants to conduct the MTR will use an appropriate range of gender disaggregated data collection methods and analysis, including cross-borders and regional recurrent and emerging challenges taking into account the gender dimension, to come up with findings, conclusions and recommendations for the questions mentioned above. The review exercise will be wide-ranging, consultative and participatory, entailing but not limited to a combination of comprehensive desk reviews, interview, focus groups, use of the country office lab and other platforms and field visits to project sites such as Songhai centre in NBR, Mbollo in WCR, another appropriate project sites. While interviews are a key instrument, all analysis must be based on observed facts to ensure that the review is sound and objective. On the basis of the foregoing, the consultants will elaborate an engendered method and approach in a manner commensurate with the assignment at hand and reflect this in the inception report; which will subsequently be approved by the National Steering Committee in consultation with key stakeholders.

The work of the MTR Consultant will be guided by the Norms and Standards established by the United Nations Evaluation Group. Team members will be requested to sign the Code of Conduct prior to engaging in the review exercise.

V. Key Deliverables

Expected outputs of the Gambia CPD 2017 -2021 Mid-Term Evaluation will be the following:

- (a) evaluation inception report including a workplan and evaluation schedule;

- (b) draft evaluation report for comment;
- (c) audit trail detailing how comments, questions and clarifications have been addressed;
- (d) final report (addressing comments, questions and clarifications); and
- (e) presentations and other knowledge products

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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. Evaluator 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 standardizing 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, over a period of six weeks starting 10th September 2019. A tentative date for the stakeholder workshop is 15th September, and the final draft evaluation report is due the 30th October 2019.

Annex 3: Evaluation Matrix

Relevant evaluation criteria/ Key Questions	Specific information required	Data Sources	Data collection Methods/ Tools	Methods for Data Analysis	Envisaged results
Relevance					
To what extent is UNDP's engagement through the CPD 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"> • Alignment between CPD and the overall UNDP strategic direction as reflected in its strategic plan • Alignment of CPD interventions with UNDP commitment in Gambia • Alignment between CPD interventions with national development priorities • UNDP's comparative advantage in delivering on the CPD aspirations 	<ul style="list-style-type: none"> • UNDP strategic plan • CPD • UNDP senior mgt staff 	<ul style="list-style-type: none"> • Desk review • Key informant interviews 	<ul style="list-style-type: none"> • Content & thematic analysis 	<ul style="list-style-type: none"> • The degree of consistence between CPD interventions and UNDP strategic direction and competences. • Effect of the observed of consistence on the implementation of CPI
To what extent has UNDP's selected method of delivery been appropriate to the development context?	<ul style="list-style-type: none"> • Key features of Gambia's development context • Degree to which the selected delivery methods have been sensitive to the development context • Specific factors that have informed the choice of the delivery methods 	<ul style="list-style-type: none"> • National dev't documents • CPD • Government officials • UNDP staff • Other DPs 	<ul style="list-style-type: none"> • Desk review • Key informant interviews • On-line self-administered tool 	<ul style="list-style-type: none"> • Content & thematic analysis 	<ul style="list-style-type: none"> • Strengths & weakness of the selected delivery methods • Best/worst practices • Recommendations for improvement
Has UNDP been influential in national debates addressing poverty and inequality for vulnerable groups?	<ul style="list-style-type: none"> • Feedback from stakeholders on UNDP's role in poverty and inequality reduction in the Gambia • UNDP's full package in the fight against poverty & inequality • UNDP's participation in national policy formulation & review platforms 	<ul style="list-style-type: none"> • CPD related projects on poverty & inequality • UNDP staff • Project performance reports • UNDP staff • Gov't officials 	<ul style="list-style-type: none"> • Desk review • Key informant interviews • On-line self-administered tool 	<ul style="list-style-type: none"> • Content & thematic analysis 	<ul style="list-style-type: none"> • UNDP's specific contribution towards addressing poverty & inequality • Specific gaps in UNDP interventions to address poverty & inequality • Recommendations for enhanced contribution

		<ul style="list-style-type: none"> • Beneficiaries of UNDP supported projects 			
To what extent have UN reforms influenced the relevance of UNDP support to Gambia?	<ul style="list-style-type: none"> • Specific reforms undertaken? • Implementation level of the reforms • Effects of the reforms on the design & implementation of UNDP interventions in Gambia 	<ul style="list-style-type: none"> • UNDP • Implementing Partners • Beneficiaries • UNDP strategic documents & resolutions 	<ul style="list-style-type: none"> • Desk review • Key informant interviews • On-line self – administered tool 	Content & thematic analysis	<ul style="list-style-type: none"> • The contribution of the UNDP reforms towards enhanced relevance of UNDP support
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)?	<ul style="list-style-type: none"> • Strengths, weaknesses & gaps of UNDP approaches • Key features of the Gambian political & development landscape • Evidence that UNDP approaches are sensitive to the political situation 	<ul style="list-style-type: none"> • CPD • Other UNDP strategic document & manuals • UNDP staff 	<ul style="list-style-type: none"> • Desk review • Key informant interviews • On-line self – administered tool 	<ul style="list-style-type: none"> • Content & thematic analysis 	<ul style="list-style-type: none"> • Efficiency gains of UNDP approaches • Degree of sensitivity of UNDP approaches to the political & development landscape of Gambia •
Has UNDP's governance strategy and execution been efficient and cost effective?	<ul style="list-style-type: none"> • Key features of UNDP's governance strategy & execution arrangements • Specific cost effective measures in the execution of UNDP's governance strategy 	Governance Strategy Document UNDP staff Performance reports	<ul style="list-style-type: none"> • Desk review • Key informant interviews • On-line self – administered tool 	Content & thematic analysis	<ul style="list-style-type: none"> • Evidence for cost effectiveness of UNDP's governance strategy • Strengths & weaknesses cost effectiveness measured adopted
Has there been an economical use of financial and human resources?	<ul style="list-style-type: none"> • Key strategies to ensure economical use of resources • Strengths & weaknesses of these strategies 	<ul style="list-style-type: none"> • Budget & expenditure frameworks • Financial & Mgt manuals & policies 	<ul style="list-style-type: none"> • Desk review • Key informant interviews • On-line self – administered tool 	Content & thematic analysis	<ul style="list-style-type: none"> • Evidence for economical use of resources • Action plans for enhanced economical use of resources

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"> • The structure of the M&E plan • Strengths & weaknesses of the M&E plan 	<ul style="list-style-type: none"> • M&E plan • M&E reports • Programme staff in charge of M&E 	<ul style="list-style-type: none"> • Desk review • Key informant interviews • On-line self – administered tool 	Content & thematic analysis	<ul style="list-style-type: none"> • The efficacy of the M&E plan • Action plans for strengthening the M&E system
Were alternative approaches considered in designing the Projects?	<ul style="list-style-type: none"> • Considerations during the design of projects • Effect of such considerations on the overall efficiency of the projects 	<ul style="list-style-type: none"> • Project staff • Project documents 	<ul style="list-style-type: none"> • Desk review • Key informant interviews • On-line self – administered tool 	Content & thematic analysis	<ul style="list-style-type: none"> • Evidence that alternative approaches were considered • Efficiency gains of the chosen approaches
Effectiveness					
What evidence is there that UNDP support has contributed towards an improvement in national government capacity and poverty reduction?	<ul style="list-style-type: none"> • Specific interventions implemented (activities & outputs) • Specific changes in the government capacity & poverty reduction • Association between the observed changes & UNDP interventions 	<ul style="list-style-type: none"> • Programme performance reports • National surveys • Programme staff • UNDP supported project beneficiaries 	<ul style="list-style-type: none"> • Desk review • Key informant interviews • On-line self – administered tool 	Content & thematic analysis	<ul style="list-style-type: none"> • Extent to which outcomes & output targets have been achieved • Facilitators & inhibitors to performance • Action plans for better performance
Has UNDP been effective in helping improve socio-economic development and inclusive growth at the local level in Gambia? Do these local results aggregate into nationally significant results?	<ul style="list-style-type: none"> • Specific interventions implemented • Specific changes in the socio-economic welfare of the population with particular focus on vulnerable groups • Association between the observed changes and implemented interventions 	<ul style="list-style-type: none"> • Programme performance reports • National surveys • Programme staff • UNDP supported project beneficiaries 	<ul style="list-style-type: none"> • Desk review • Key informant interviews • On-line self – administered tool 	Content & thematic analysis	<ul style="list-style-type: none"> • Extent to which programme targets have been achieved • Facilitators & inhibitors to performance • Contribution of programme towards changes in national socio-economic indicators
Has UNDP worked effectively with other UN Agencies and other international and national delivery partners?	<ul style="list-style-type: none"> • Other DPs involved in the implementation of CPD related projects • Partnership arrangements 	<ul style="list-style-type: none"> • CPD • UNDP Staff • DPs • IPs 	<ul style="list-style-type: none"> • Desk review • Key informant interviews 	Content & thematic analysis	<ul style="list-style-type: none"> • Efficiency gains of the partnership strategy • Gaps in the partnership strategy

partners to deliver development strategies?	<ul style="list-style-type: none"> Stakeholders' feedback on UNDP partnership strategy 	<ul style="list-style-type: none"> CSOs Private sector actors. 	<ul style="list-style-type: none"> On-line self – administered tool 		<ul style="list-style-type: none"> Lessons learnt & best practices Recommendations for strengthening partnerships
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"> CSOs & private sector actors involved in programme implementation Specific roles played by these partners Available arrangements and mechanisms to attract and encourage CSO & private sector participation in CPD implementation 	<ul style="list-style-type: none"> CSOs Private sector actors. UNDP staff Programme performance reports Partnership strategy 	<ul style="list-style-type: none"> Desk review Key informant interviews On-line self – administered tool 	Content & thematic analysis	<ul style="list-style-type: none"> Contribution of CSOs private sector in CPD implementation Strengths & weakness of UNDP's partnership strategy Recommendations for improvement
Has UNDP utilized innovative techniques and best practices in its economic management and inclusive growth programming?	<ul style="list-style-type: none"> The design & implementation arrangements of the EMP The strategies that working/not working well & why 	<ul style="list-style-type: none"> Programme staff IPs DPs 	<ul style="list-style-type: none"> Desk review Key informant interviews On-line self – administered tool 	Content & thematic analysis	<ul style="list-style-type: none"> Strengths & weakness in the design & implementation of EM initiatives
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"> Stakeholders' perception on the importance of UNDP in the dev't of Gambia The basis for the above perceptions 	<ul style="list-style-type: none"> IPs DPs Beneficiaries Relevant secondary data 	<ul style="list-style-type: none"> Desk review Key informant interviews On-line self – administered tool 	Content & thematic analysis	<ul style="list-style-type: none"> Strategies to improve stakeholders' perception
Considering the technical capacity and institutional arrangements of the UNDP country office, is UNDP well suited to providing development support to national and local governments in Gambia?	<ul style="list-style-type: none"> UNDP's technical & structural capacity levels Effect on its operations in Gambia Stakeholder perception 	<ul style="list-style-type: none"> IPs DPs Beneficiaries Relevant secondary data 	<ul style="list-style-type: none"> Desk review Key informant interviews On-line self – administered tool 	Content & thematic analysis	<ul style="list-style-type: none"> UNDP's comparative advantage in providing support to national & local gov'ts in Gambia Strategies for improving organizational capacity

What contributing factors and impediments enhance or impede UNDP performance in this area?	<ul style="list-style-type: none"> Facilitators & inhibitors of performance 	<ul style="list-style-type: none"> UNDP staff Performance reports General environmental 	<ul style="list-style-type: none"> Desk review Key informant interviews 	Content & thematic analysis	<ul style="list-style-type: none"> Strategies to harness the strengths of facilitators and address the inhibitors
Sustainability					
What is the likelihood that UNDP interventions are sustainable?	<ul style="list-style-type: none"> Presence & structure of a sustainability plan Opportunities & threats to sustainability of UNDP interventions Specific strategies undertaken to ensure sustainability Stakeholder perception on the sustainability potential of UNDP interventions 	<ul style="list-style-type: none"> Sustainability plans of different projects Government policies Programme staff Gov't officials Project beneficiaries 	<ul style="list-style-type: none"> Desk review Key informant interviews On-line self – administered tool 	Content & thematic analysis	<ul style="list-style-type: none"> Sustainability potential of UNDP interventions Strengths & weaknesses of adopted sustainability strategies Recommendations for enhanced sustainability
How should the Country Programme 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"> Key challenges to service delivery Suggested strategies for improvement How these strategies can be integrated in CPD 	<ul style="list-style-type: none"> All stakeholders Service delivery reports UNDP staff 	<ul style="list-style-type: none"> Desk review Key informant interviews On-line self – administered tool 	Content & thematic analysis	<ul style="list-style-type: none"> Specific areas of support for improved service delivery
What changes should be made in the current set of partnerships to promote long term sustainability?	<p>The structure of the current partnerships</p> <p>Strengths & gaps in the current partnership arrangements</p>	<ul style="list-style-type: none"> Partnership strategy UNDP staff DPs IPs CSO & Private sector Beneficiaries Reports 	<ul style="list-style-type: none"> Desk review Key informant interviews On-line self – administered tool 	Content & thematic analysis	<ul style="list-style-type: none"> Evidence-based recommendations for strengthening partnerships.
Cross cutting issues of Gender and Human Rights promotion					
To what extent have poor, indigenous and tribal peoples, youth, persons with disabilities, women and other	<ul style="list-style-type: none"> Specific benefits accruing to different vulnerable groups 	<ul style="list-style-type: none"> Performance reports Programme staff 	<ul style="list-style-type: none"> Desk review Key informant interviews 	Content & thematic analysis	<ul style="list-style-type: none"> Strategies to ensure enhanced benefit to vulnerable people

disadvantaged and marginalized groups benefitted from UNDPs work?	<ul style="list-style-type: none"> • Specific strategies to ensure maximum benefit to vulnerable groups • Oversights and gaps in ensuring inclusiveness in the programme 	<ul style="list-style-type: none"> • Beneficiaries 	<ul style="list-style-type: none"> • On-line self – administered tool 		
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"> • Gender mainstreaming strategies in programme design & implementation. • Opportunities and risks underlying successful gender mainstreaming 	<ul style="list-style-type: none"> • Performance reports • Programme staff • Beneficiaries 	<ul style="list-style-type: none"> • Desk review • Key informant interviews • On-line self – administered tool 	Content & thematic analysis	<ul style="list-style-type: none"> • Evidence for effective gender mainstreaming • Recommendations for enhanced gender mainstreaming.
To what extent has UNDP Country programme support promoted positive changes in gender equality? Were there any unintended effects?	<ul style="list-style-type: none"> • Specific projects with gender impact that have been implemented • Changes in the relationship between women & men, girls & boys that have been caused by CPD • The association between the observed changes and CPD projects 	<ul style="list-style-type: none"> • All stakeholders • Programme reports 	<ul style="list-style-type: none"> • Desk review • Key informant interviews • On-line self – administered tool 	Content & thematic analysis	<ul style="list-style-type: none"> • Strategies for harnessing positive changes & addressing negative or

Annex 4: Data collection tools

MTR Country Programme Document

Key Informant Interview UNDP Project attached staff

Introduction

- Self introduction
- Background of the project being evaluation
- Purpose of engagement/interview and how long it is expected to last
- How the respondent was select
- Obtain consent

Specific CPD Project.....

Position of the respondent in the institution.....

Department.....

Departmental general Mandate.....

Specific role/benefit of the institution in/from the project.....

Interview Date.....

Interview start time End Time.....

Interview No

Interview conducted at

Theme 1: Programme/project Concept & design

- Respondent's role at the design stage of this project
- Respondent's role in the implementation of this project
- Programme/project identification process
- Project relevance
 - Extent to which the project addressed the needs of beneficiaries
 - Strategies adopted to enhance project relevance
 - Weaknesses & gaps in project relevance
 - Key lessons and best practices in enhancing project relevance
- Sufficiency of the designed interventions in responding to the analyzed problem.
 - Problem indicators that have been sufficiently addressed
 - Problem indicators that have not been sufficiently addressed
 - New trends in the problem that require redress
- Other issues in the conceptualization and design of the project

Theme 2: Project implementation

- Strengths, weaknesses and gaps in the project's implementation modality
- Evidence for the integration of adaptive management in project implementation
- Factors that have affected project implementation
 - Internal
 - External
 - Effect of these factors on quality implementation
- Stakeholder involvement in project implementation
 - Extent of stakeholder involvement
 - Specific avenues for stakeholder involvement
 - Benefits of stakeholder participation in project implementation
 - Viable strategies for enhanced stakeholder involvement in project implementation in future
- Beneficiary and partner selection criteria
- Presence of and level of adherence to clear selection criteria

- The strengths and weaknesses of the beneficiary and partner selection criteria
 - Effect of the above strengths & weaknesses on the selection of most appropriate beneficiaries and partners
 - Required improvements in the selection criteria
- Partnership strategy
- Structure, strengths, weaknesses and gaps
 - Efficiency gains from the adopted partnership strategy
 - Lessons learnt and best practices in partnership
 - Recommendations for partnership strengthening in future projects

Theme 3: Project effectiveness

- Key project achievements
- Output level results (target Vs actual)
 - Outcome level results (intended Vs unintended)
 - Output-outcome linkages
 - Project components under which great/weak results have been achieved and why
 - Viable strategies for expanding or accelerating the results
 - Evidence for gender mainstreaming in the project results
- Extent to which the project objectives have been achieved
- Factors that have affected the project results
- Facilitators
 - Inhibitors
 - Key lessons learnt
- Overall contribution of the project results towards the achievement of strategic outcomes

Theme 4: Project efficiency

- Adequacy of project resources (Funds, personnel & time)
- Effect of the availed project resources on the achievement of the desired results
- Evidence for the economical use of project resources
- Success and failures of the adopted strategies to achieve cost effectiveness of project implementation
- Specific strategies adopted

- Strengths
 - Weaknesses
 - Lessons learnt and best practices
 - Recommendations for enhanced project efficiency in future
- Adequacy of project management capacity
- Specific capacity gaps experienced during programme implementation
 - Causes and effects of such gaps on the achievement of the project results
 - Strategies for addressing capacity gaps in future programmes

Theme 5: Programme sustainability

- The presence and structure of sustainability plans
- Implementation status of the strategy
 - Strengths, weaknesses and gaps of the exit strategy
 - Other recommended sustainability enhancement measures
- Level of success in mainstreaming participation, ownership, contribution and capacity strengthening in the project
- Lessons learnt and best practices in sustainability enhancement

Theme 6: UNDP programming principles

- Integration of key cross-cutting issues in the project design and implementation.
- a) Gender equality & women empowerment
 - b) Results based management
 - c) Human rights
 - d) Local capacity building
- Gaps in the integration of the above cross cutting issues in project design & implementation
- Recommended strategies for enhanced integration of UNDP's key programming principle

Annex 5: List of evaluation participants

Number	Name of stakeholder	Designation	Agency
	Aissata De	Resident Representative	UNDP
	Nessie Golakai	Deputy Representative	UNDP
	Abdou Touray	Program specialist	UNDP
	Yirah Mansaray	Governance officer	UNDP
	Emily Sarr	Program Analyst	UNDP
	Almamy Camara	Program Specialist	UNDP
	Fatoumatta Sanyang	Program Analyst	UNDP
	Abass Kinteh	Program Associate	UNDP
	Abdoulie Janneh	National Economist	UNDP
	Mariam Njai	Communications Analyst	UNDP
	Gina Riley	Finance and administrative Associate	UNDP
	Ida Persson	Transitional Justice and Human Rights Specialist	UNDP
	Serign Falu Njie	Coordinator, Support to the Office of the President	UNDP
	Baboucarr Sowe	Security Sector Reform Specialist	UNDP
	Ndella Faye Colley	PBF coordinator	UNDP
	Momodou Salieu Bah	Monitoring and Evaluation Officer	UNDP

2. Key Informant interviews with Implementing partners

Number	Name of stakeholder	Designation	Project
	Dr. Baba Galeh Jallow	Chairman	TRRC
	Kemo Ceesay	Executive Secretary	NALA
	Mariama Ndow Jarju	Project Coordinator	Ministry of Environment
	Joseph Kolley	Director of Training and communications	IEC
	Cherno Marenah	Solicitor General	Ministry of Justice
	Alhaji Nyangado	Director General	Department of Strategic Policy and Delivery at the Office of the President
	Ismaila Danso	Director, Delivery Unit	Department of Strategic Policy and Delivery at the Office of the President
	Sirrah Sanneh	Snr Coordination Analyst	Department of Strategic Policy and Delivery at the Office of the President
	Mustapha Sanyang	Snr Policy Analyst	Department of Strategic Policy and Delivery at the Office of the President
	Kajali Sonko	Deputy Director	Women's Bureau
	Theresa Sagarr Diarra	Manager, Corporate Services	GCCI

	Baboucarr Saho	Manager, Business dev and project	GCCI
	Malang Sambou	Coordinator	Mbolo Association
	Silvia Ilopart Gracia		Mbolo Association

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	2018

sector development for the inclusive growth, employment generation and poverty reduction(00095078)for the period 1 January to 31 December 2018	
Basse Local Area Council Profile	2018
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	
Reform Project document	
Brikama Area Council Strategic Plan	
Kerewan Area Council Strategic Plan	
MansaKonko Area Council Strategic Plan	
Activity Progress Report Strengthening Rule of Law and Enhancing Justice and Security Service Delivery in The Gambia.	
Transitional Justice Annual report``	2019
Gambia PBSO Transitional justice Project document	
Electoral support to the Gambia (2016-2018) project evaluation report	2019
Security Sector Reform Fact sheet	
National Security Policy	
Annual report SSR	
Security Sector Project document	
Security Sector Reform Newsletter	
Beijing +20 report	
Final Report Gender and SSR Training Workshop	
Final Report Women's Access And Ownership Of Land	
Gender Champions	
Gender Strategy And Action Plan	
Monography On Women Political Participation In The GAMBIA	
MTR_010916 Midterm review of UNDP GEF project with Gender evaluation	
Policy brief-uplifting the status of young men	
Report Electoral Support Project	
Report of the Constitutional Review SINDOLA	2018
Report On Real Life Event On Lesbian Gay Bisexual And Transvestite	
Report on women's political participation	
Status Report-UNDP Gambia GES	
Study on the Impact of Maternity Leave on Employment of Women and Girls in The Gambia	

UNDP Staff induction manual final draft.	
Coastal resilience Annual Work Plans	2017, 2018
Coastal resilience Asset Registry	
Coastal resilience Project Steering Committees meeting minutes	2017 and Q1 2018
Coastal resilience CDR Annual	2017
Coastal annual report	2017
CR coastal work update reports	
Coastal resilience M&E Plan 2015 - 2018	
Enhancing Resilience of Vulnerable Coastal Areas and Communities to Climate Change Project document	
Enhancing Resilience of Vulnerable Coastal Areas and Communities to Climate Change Annual Work Plan	2018
Disaster Risk Mgmt quarter progress reports	
ME Plan - MECCNAR Environmental Resilience	
Disaster Risk Mgmt Project Document	
Early Warning Systems Annual Work plan	2018
Early Warning Systems annual report	
Early Warning Systems work update reports	
Early Warning Systems M&E Plan	
Early Warning Systems CDRs	
Strengthening climate services and early warning systems in the Gambia for climate resilient development and adaptation to climate change – 2nd Phase of the GOTG/GEF/UNEP LDCF NAPA Early Warning Project document	
Draft Report Of The Inception Workshop Of The Project 'Protected Areas Network And Community Livelihoods'	
Protected Areas Network CDRs	
Protected Areas Network M&E plan	
Protected Areas Network Annual work Plan	
Protected Areas Network PSC Minutes	
Protected Areas Network progress reports	
Protected Areas Network training report	
Economic Outlook for Gambia (2018)	
Mo Ibrahim Forum Report, 2019	
World Bank CPIA report, 2018	
Gambia Labour Force Survey, 2018.	

