

**Terms of Reference:**  
**FINAL COUNTRY PROGRAMME EVALUATION OF UNDP PROGRAMME 2017-2021**

PROJECT/OUTCOME INFORMATION		
Project/outcome title	CPD Final Evaluation	
Atlas ID	N/A	
Corporate outcome	Democratic Governance and Human Rights Inclusive and Sustainable Economic Growth and Poverty Reduction Environment and Resilience	
Country	The Gambia	
Post Title	International Consultancy Firm	
Region	Africa	
Date project document signed	CPD 2017-2021	
Project dates	Start:	Planned end
	01/01/2017	31/12/2022
Project expenditure at the time of evaluation		
Funding source	Core and non-core	
Implementing party	Government of The Gambia, CSOs, NGOs, the Private Sector and UNDP	

## 1. Background and 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 are aimed at boosting capacity development and acceleration of national efforts to eradicate poverty and attain inclusive growth and sustainable development.

The UNDP interventions is strategically guided by five-year Country Programme Documents (CPDs) 2017-2021 is aligned to the overall United Nations Development Assistance Framework (UNDAF) as well as the National Development Plans (NDP). Fixed 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 Gambia as the smallest country in mainland Africa with a population of 1.9 million of which are female 50.8% (GBoS,2016) is one of the poorest countries in Africa with 48.4% of its population living below the poverty line of \$1.25 per day while an additional 21.3% living near multi-dimensional poverty.<sup>1</sup> The Gambia is a least developed country with an economy heavily reliant on agriculture with about 75% of the population depending on livestock and crops for livelihood<sup>2</sup> With a per capita income of \$787 in 2020.<sup>3</sup> In recent years, Gambia's economy has been steadily growing due to development

<sup>1</sup> <https://www.gbosdata.org>

<sup>2</sup> [https://en.wikipedia.org/wiki/Economy\\_of\\_the\\_Gambia](https://en.wikipedia.org/wiki/Economy_of_the_Gambia)

<sup>3</sup> <https://data.worldbank.org/indicator>

of tourism, inflow of remittances and re-exports. And the government is trying to keep the pace of expansion by undertaking reforms focusing on the modernization of the agriculture.

Poverty, inequality and exclusion are challenges in the Gambia due to: limited productive natural resources; limited resilience capacities to climate change and external shocks; disproportionate distribution of growth benefits between urban and rural areas;<sup>4</sup> limited employment opportunities for youth and women; restrictive productive assets for women;<sup>5</sup> limited institutional capacity for oversight; and absence of state-supported welfare programmes and social safety-nets.

The Gambia classified as fragile state largely due to its weak institutional capacity for effective economic management and limited policy coherence has been relatively stable despite twenty- two (22) years of authoritarian rule and two (2) failed attempted coups in 2006 and 2014 respectively<sup>6</sup> According to the World Bank's 2016 Country Policy and Institutional Assessment, the Gambia illustrates a deterioration within the policy and institutional environment with marked decline rating from 3.5 in 2011 to 3.1 in 2015.

In 2017, there was an historic change of government in The Gambia. Under the new government, United Nations including international developmental partners, Civil Society and other actors have made progress towards restoring a democratic governance, rule of law, human rights, improved economic development, and resilience towards environmental changes with reaffirming commitment in achieving SDGs.

In March 2020, the first COVID-19 case was reported in The Gambia which was declared a global pandemic. The pandemic poses serious socioeconomic challenges with a multi-dimensional impact on sustainable development in achieving the SDGs.

## **2. Purpose of the CPD Evaluation**

UNDP The Gambia Country Office is about to begin its final year of implementing the CPD thus, it is required that the Country Office conduct the CPD evaluation to capture and demonstrate evaluative evidence of its contributions to development results at the country level. This evaluation would be carried out within the overall provisions contained in the UNDP Evaluation Policy. In line with the Evaluation Plan of UNDP The Gambia, the final CPD evaluation is being conducted to assess the impact of UNDP's development assistance across the major thematic and cross cutting areas of the three major pillars.

UNDP is commissioning this evaluation to capture evaluative evidence of the relevance, effectiveness, efficiency, impact, national ownership, lessons learned, challenges and sustainability of the current programme, and recommend changes which would be used to strengthen existing programmes and to set the stage for new the preparation of new CPD in 2022. The evaluation serves as an important accountability function, providing national stakeholders and partners in The Gambia with an impartial assessment of the results of UNDP support.

This evaluation covers the period 2017-2021 of the CPD (2017-2021 extended to 2022) implementation. It would be conducted during October-November 2021, in view to enhancing programmes while providing strategic direction and inputs to the revision needed to the country programme.

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<sup>4</sup> Rural poverty rate of 79.5, against urban poverty of 24.4 per cent (Multidimensional poverty study, 2015)

<sup>5</sup> In the Gambia, 76.4 per cent of women lack land ownership, against 61.9 for men (Gambia Demographic and Health Survey, 2013)

<sup>6</sup> World Bank 2016 & CPD, 2017 Reports.

A further focus of the evaluation will be on the extent to which adequate monitoring and risk management was undertaken throughout the period, and the extent to which evaluation systems were adequate to capture significant developments and inform responsive management. The evaluation will assess how Lessons Learned are being captured and operationalized throughout the period under investigation

### 3. Scope and Focus of the Evaluation

The Evaluation Consultancy firm will assess UNDP's overall intervention in, including an assessment of the appropriateness of the objectives, planned outputs, activities and inputs as compared to cost-effective alternatives. The Evaluation firm is to verify, analyse, and assess, where relevant, the integration and impact of cross cutting issue in the CPD notably gender mainstreaming, human rights, equity considerations, and access to resources etc. The evaluation will follow the policy procedure and structure as per the UNEG guidelines for evaluations:

#### CPD evaluation sample questions

##### Relevance

- To what extent is the CPD aligned with the national development needs and priorities and should adjustment for future CPD implementation be considered to align with the SDGs?
- How well does the design of the CPD address the needs of the most vulnerable groups in the country?
- To what extent is the CPD responsive to the changing environment in country at national and subnational levels and how should it adapt to these changes?
- Has UNDP been influential in national debates on Sustainable Development? Has it contributed to national priorities?
- To what extent are UNDP's engagements a reflection of key strategic considerations, in the development context of The Gambia in relation to its comparative advantage vis-a-vis other partners?
- To what extent has UNDP's selected method of delivery appropriate to the development context?

##### Effectiveness

- To what extent is the current CPD on track to achieve planned results (intended and unintended, positive, or negative)?
- How were the United Nations programming principles mainstreamed in the design, implementation and monitoring and evaluation of the CPD?
- What are the main contributions to development for which UNDP is recognized in the Country?
- Is UNDP programme set to accomplish its intended outcomes?
- What are the unexpected outcomes or consequences it yielded or likely to yield? What are their implications?
- Is the programme on track to achieve its results?
- To what extent has UNDP been effective in supporting local initiatives for SDGs, Strategic Vision 2030, UNDAF fulfilment?
- Has UNDP been effective in advocating best practices and desired goals?

- What evidence is there that UNDP support has contributed towards an improvement in national government capacity, including institutional strengthening?
- Taking into account the technical capacity and institutional arrangements of the UNDP country office, is UNDP well suited to providing Sustainable Development, Public Sector Reform Human Right and Rule of Law in The Gambia?
- Is UNDP perceived by stakeholders as a strong advocate for improving Sustainable Development, Public Sector Reform, Human Right and Rule of Law in The Gambia?
- How effective has UNDP been in partnering with the government, development partners, civil society, and private sector in Sustainable Development, Public Sector Reform Human Right and Rule of Law in The Gambia
- Has UNDP utilized innovative techniques and best practices in its programming in the three major pillars?

#### Efficiency

- To what extent have the programme or projects outputs been efficient and cost effective?
- Has there been an economical use of resources? What could be done to ensure a more efficient use of resources in the country context? What are the main administrative constraints/strengths?
- Are the monitoring and evaluation systems that UNDP has in place helping to ensure that programmes are managed efficiently and effectively?
- Has UNDP been efficient in building synergies and leveraging with other programmes and stakeholders in The Gambia?

#### Sustainability

- What is the likelihood that the Sustainable Development, Public Sector Reform Human Right and Rule of Law in The Gambia which UNDP has supported are sustainable?
- What mechanisms have been put in place by UNDP for partnerships with national institutions, CSOs, UN Agencies, private sector, and other development partners to promote long term sustainability and durability of results?
- What mechanisms, procedures and policies have been put in place to ensure the sustainability on gender equality, empowerment of women, human rights, and human development by primary stakeholders?
- To what extent have partners committed to providing continuing support (financial, staff, aspirational, etc.)?

#### Partnership and Coordination

- In the context of UNDAF delivery as one the evaluation will assess effectiveness and appropriateness of the collaborations and partnerships that were established to deliver support on the CPD and ultimately the UNDAF. This includes an assessment of the partnerships with key line ministries, as well as with international Development Partners, Non-Governmental Organizations. The evaluation should draw conclusions about the extent to which the UN and UNDP were effective in coordination the support offered by all partners. It will also evaluation what risks were taken with regards to partnership management and how these were managed.

#### Evaluation cross-cutting issues sample questions

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

Human rights

- To what extent do the poor and vulnerable, peoples, women and other disadvantaged and marginalized groups benefitted from UNDP’s work?

#### Gender Equality and Youth Participation

- To what extent has gender been addressed in the design, implementation and monitoring and reporting? 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 supported programme promote positive changes in gender equality and Youth Participation? Are there any unintended effects?

Based on the above analysis, the evaluator is expected to provide overarching conclusions on achievement, thus far, of the 2017-2021 CPD, as well as identify key development priorities which shall inform the change of focus of some CPD Outcomes. The evaluation is additionally expected to offer wider lessons for UNDP support in The Gambia.

Guiding evaluation questions which have been outlined in the TOR will further be refined by the evaluation team and agreed with UNDP evaluation stakeholders.

## 4. Methodology

An overall guidance on evaluation methodology can be found in the UNDP Handbook on Monitoring and Evaluating for Results and the UNDP Guidelines for Outcome Evaluators. The evaluation will be carried out by an independent international evaluator or evaluation firm with a composition of national and will engage a wide array of partners, stakeholders, and beneficiaries.

The evaluation is expected to take a “Theory of Change” (TOC) approach to determining causal links between the interventions that UNDP has supported and observed progress in the three thematic areas. The evaluators will develop a logic model of how UNDP interventions in these areas are expected to lead to improved national transformation. Evidence obtained and used to assess the results of UNDP support should be triangulated from a variety of sources, including verifiable data on indicator achievement, existing reports, evaluations and technical papers, stakeholder interviews, focus groups, surveys and site visits.

The following steps in data collection are anticipated:

#### Desk Review

A desk review should be carried out of the key strategies and documents underpinning the work of UNDP The Gambia country office three thematic areas. This includes reviewing the UNDAF, National Development Plan, CPD and pertinent country programme documents AWPS, progress reports, monitoring, and evaluation documents etc, to be provided by the UNDP Country Office.

The evaluator is expected to review pertinent strategies, national plans and reports developed by The Gambia that are relevant to UNDPs support in the three thematic areas

Field Data Collection. Following the desk review, the evaluator will build on the documented evidence through an agreed set of field and interview methodologies, including:

- Interviews with key partners and stakeholders
- Field visits to project sites and partner institutions
- Survey questionnaires where appropriate
- Participatory observation, focus groups, and rapid appraisal techniques when needed

Methodological approaches may include some or all the following:

- Evaluation should employ a combination of both qualitative and quantitative evaluation methods and instruments.
- **Document review of all relevant documentation.** This would include a review of inter alia
  - Project documents (contribution agreement).
  - Theory of change and results framework.
  - Programme and project quality assurance reports.
  - Annual workplans.
  - Results-oriented monitoring reports.
  - CO's integrated work plan - IWP,
- **Semi-structured interviews** with key stakeholders including key government counterparts, donor community members, representatives of key civil society organizations, UNCT members and implementing partners:
  - **Development of evaluation questions** around relevance, effectiveness, efficiency, and sustainability and designed for different stakeholders to be interviewed. Based on the suggested questions mentioned above.
  - Key informant and focus group discussions with beneficiaries (Men, women) and stakeholders.
  - All interviews should be undertaken in full confidence and anonymity. The final evaluation report should not assign specific comments to individuals.
- **Surveys and questionnaires** including participants in development programmes, UNCT members and/or surveys and questionnaires involving other stakeholders at strategic and programmatic levels.
- **Field visits** and on-site validation of key tangible outputs and interventions.
- The evaluator is expected to follow a participatory and consultative approach that ensures close engagement with the evaluation managers, implementing partners and direct beneficiaries.
- **Other methods** such as outcome mapping, observational visits, group discussions, etc.
- **Data review and analysis** of monitoring and other data sources and methods.
  - Ensure maximum validity, reliability of data (quality) and promote use; the evaluation team will ensure triangulation of the various data sources.

The final methodological approach including interview schedule, field visits and data to be used in the evaluation should be clearly outlined in the inception report and be fully discussed and agreed between UNDP, stakeholders, and the evaluators.

## 5. Evaluation products (deliverables)

The evaluation will proceed through the following phases. The deliverables for each phase are as follows.

- **Evaluation inception report (10-15 pages maximum).** The inception report should be carried out following and based on preliminary discussions with UNDP after the desk review including the survey tools for validation and should be produced before the evaluation starts.
- **Data Collection:** The evaluator would conduct field data collection with the relevant stakeholders, CSOs, partners, beneficiaries, and report on any setback during the process.
- **Evaluation debriefings.** Immediately following an evaluation, UNDP may ask for a preliminary debriefing and findings.
- **Draft evaluation report (within an agreed length).**<sup>7</sup> The programme unit and key stakeholders in the evaluation should review the draft evaluation report and provide an incorporated set

<sup>7</sup> A length of 40 to 60 pages including executive summary is suggested.

of comments to the evaluator within an agreed period, addressing the content required (as agreed in the TOR and inception report) and quality criteria as outlined in these guidelines.

- **Evaluation report audit trail.** Comments and changes by the evaluator in response to the draft report should be retained by the evaluator to show how they have addressed comments.
- **Final evaluation report.**

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

- I. Title
- II. Table of Contents
- III. List of Acronyms and Abbreviations
- IV. Executive Summary
- V. Introduction
- VI. Description of the interventions
- VII. Evaluation Scope and Objectives
- VIII. Evaluation approach and methods
- IX. Data Analysis
- X. Findings and conclusions
- XI. Recommendations
- XII. Lessons Learned
- XIII. Annexes

#### Key Point

Five working days following the contract signing, the consultancy firm will produce an inception report containing the proposed theory of change for UNDPs of the CDP outcomes. The inception report should include an evaluation matrix presenting the evaluation questions, data sources, data collection, analysis tools and methods to be used. The inception report should detail the specific timing for evaluation activities, deliverables, and propose specific projects visits and stakeholders to be interviewed. The inception report will be discussed and agreed with the UNDP Country Office before the evaluator proceeds with meetings. The evaluator will also propose a rating scale in order that Performance rating will be carried out for the four evaluation criteria: relevance, effectiveness, efficiency, impact and sustainability

The draft evaluation report will be shared with stakeholders, and presented in a validation workshop, that the UNDP Country Office will organise. Feedback received from these sessions should be considered when preparing the final report.

## 6. Evaluation Team of the Consultancy firm Composition and Required Competencies

The evaluation team is expected to include at least five (5) members including national evaluators and the Lead Evaluator. The team will include members with expertise and practical knowledge in the following areas:

1. Poverty eradication and multi-sectoral programming at country level
2. Governance, policy, and advocacy.
3. Coordination mechanisms, multi-sectoral partnerships, or leadership.
4. Institutional change and capacity building.
5. Gender expertise / good knowledge of gender issues
6. Strong analytical and communication skills
7. Evaluation /Data Science experience,
8. Familiarity with the country
9. Excellent writing and interpretation skills in English language

The CPD evaluation will be undertaken by an international evaluation firm.  
Required Qualifications of the International Evaluator (Lead):



- An advanced degree in economics, public administration, regional development/planning, or any other social sciences related to economic management and project/programme management.
- At least 10 years' experience in conducting Output/outcome/impact/CPD/UNDAF (evaluations).
- Strong working knowledge of UNDP and its mandate, the civil society and the government institutions.
- Extensive knowledge of results-based management evaluation, as well as participatory M&E methodologies and approaches.
- Experience in applying SMART (S Specific; M Measurable; A Achievable; R Relevant; T Time-bound) indicators and reconstructing or validating baseline scenarios;
- Extensive professional experience in development, including gender equality and social policies.
- Strong reporting and communication skills; excellent communication skills with various partners including donors.
- Knowledge on mainstreaming Gender and Human rights in projects and programmes; and,
- Evidence of similar evaluations conducted. Previous experience on UNDP output/outcome/impact/CPD/UNDAF evaluations.
- Excellent writing and interpretation skills in English language
- Work experience in the region is an asset.

The Consultancy firm will have overall responsibility for the quality and timely submission of the final evaluation report and will perform the following tasks:

- Manage the evaluation mission.
- Design the detailed evaluation scope and methodology and approach.
- Conduct the CPD evaluation in accordance with the proposed objective and scope of the evaluation and UNDP evaluation guidelines.
- Draft and present the Inception Report, the Draft and Final evaluation report.
- Finalize the evaluation report with recommendations and submit it to UNDP Country Office

## 7. Evaluation ethics

This evaluation will be conducted in accordance with the principles outlined in the UNEG 'Ethical Guidelines for Evaluation'. The consultancy firm must safeguard the rights and confidentiality of information providers, interviewees, and stakeholders through measures to ensure compliance with legal and other relevant codes governing collection of data and reporting on data. The consultancy firm must also ensure security of collected information before and after the evaluation and protocols to ensure anonymity and confidentiality of sources of information where that is expected. The information knowledge and data gathered in the evaluation process must also be solely used for the evaluation and not for other uses with the express authorization of UNDP and partners.

In particular, the evaluation firm must be free and clear of perceived conflicts of interest. To this end, interested consultancy firms will not be considered if members of the team have directly been substantively involved, as an employee or consultant, in the formulation of UNDP strategies and programming relating to the CPD under evaluation. The code of conduct and an agreement form to be signed by the consultancy firm.

## 8. Implementation arrangements



The UNDP The Gambia country office will select the evaluation consultancy firm and will be responsible for the management of the evaluator. UNDP will designate a Focal Point for the evaluation and any additional staff to assist in facilitating the process (e.g., providing relevant documentation, arranging visits/interviews with key informants, etc.). The Country Office will take responsibility for the approval of the final evaluation report. The Deputy Resident Representative Programme will arrange introductory meetings within UNDP and programme heads to establish initial contacts with government partners and project staff. The consultancy firm will take responsibility for setting up meetings and conducting the evaluation, subject to advanced approval of the methodology submitted in the inception report. The UNDP country office will develop a management response to the evaluation within two weeks of report finalization. The Focal Point will collect feedback to enhance the quality of the evaluation. The Focal point 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 Focal Point will also advise on the conformity of evaluation processes to the UNEG standards. The firm is required to address all comments received completely and comprehensively. The consultancy firm will provide a detail rationale to the Focal Point for any comment that remain unaddressed.

While the Country Office will provide some logistical support where necessary during the evaluation, for instance assisting in setting interviews with senior government officials, it will be the responsibility of the firm to arrange their travel logistically and financially to and from relevant project sites. Planned travels and associated costs will be included in the Inception Report and agreed with the Country Office

## 9. Time frame for the evaluation process

Activity	Responsible party	Timeframe /Deadline	Review and Approval
Desk review, Evaluation design and workplan (Inception report)	Evaluator	5 days	UNDP Focal points/DRR
Meetings, interviews with partners, and key stakeholders	Evaluator	20 days	UNDP Focal points/DRR
Submission of the draft evaluation report	Evaluator	10 days	UNDP Focal points/DRR
Debriefing with UNDP	Evaluator	1 day	N/A
Debriefing with partners	Partners and the Evaluator team	1 day	N/A
Submission of second draft incorporating comments and inputs from UNDP/stakeholders	Evaluator	5 days	UNDP Focal points/DRR
Validation workshop on the evaluation report	Evaluator	1 day	
Finalization of the evaluation reports (incorporating comments received on first drafts)	Evaluator	2 days	UNDP Focal points/DRR
<b>Total No. of Working Days</b>		<b>45</b>	

## **10. Criteria for selection**

The proposals will be evaluated based on the merit of the proposed approach, including the following.

Combined Scoring method – where the technical proposal will be weighted a max of 70% and combined with the financial proposal which will be weighted a max of 30%.

### **Technical scoring (70 point):**

- **Bidder's qualification, capacity and experience (company): 20%**
- **Methodology, Approach and Work Plan: 50%** (Technical approach as illustrated in the description of the proposed methodology & Timeline reflecting proposed activities, which emphasis the ability to meet the proposed deadlines)
- **Management Structure and Key Personnel: 30%** (Evidence of experience of the consultant in conducting evaluations as detailed in the CV )

### **Financial scoring (30 point):**

- Price Offer: 100% for the lowest price or 30 points and calculation of points as follows for other financial offers: **<30 \* Lowest offer/Offer>**

## **11. Payment Approach**

The consultancy firm will be recruited and paid in accordance with UN conditions and procedures. The below structure may apply

20% upon submission and acceptance of an inception report, indicating preparations made and how the assignment is going to be executed.

40% on submission and acceptance of Draft Final Report.

40% on submission and acceptance of Final Report

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