UNDP The Gambia
Final Report
Terminal Evaluation of Public Sector Reform & Institutional Capacity Development (PSRICD) Project
June 2012

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Partner of the Centre for Global Competitiveness and Performance of the World Economic Forum: Sierra Leone & Liberia

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11 June 2012

Dear Madam,

Final Report: Terminal Evaluation of the PSRICD Project

Greetings. FJP is pleased to submit our final report on this important assignment. This document incorporates our responses to the comments received on the draft report and the results of the presentation to the TPR meeting on 5 June.

A significant number of activities have been implemented during this project, laying a foundation for future Civil Service Reform (CSR). The ultimate impact of those activities appears to have been adversely by factors that are identified in our report. The success of forthcoming CSR efforts will significantly depend on the extent to which the lessons learnt from this evaluation are integrated into the situational analysis, strategic risk mitigation and implementation planning for the new programme.

We wish you well and thank you for your investment in our services.

Yours faithfully,

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Enclosures

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1. Executive Summary

1.1 Programme Information

The Public Sector Reform & Institutional Capacity Development Project (PSRICD) commenced in April 2009 and was completed in December 2011. The PSRICD was managed by a project implementation unit under the direction of the Personnel Management Office (PMO). The project had a budget of US$1.8m (one million eight hundred thousand United States Dollars).

The project funding was primarily from the Spanish DG TTF (USD 1.45m) and UNDP TRAC (USD 0.35m). There were thirteen beneficiary government institutions i.e.: i) Ministry of Health & Social Welfare; ii) Ministry of Basic & Secondary Education; iii) Ministry of Agriculture; iv) Ministry of Finance & Economic Affairs; v) Ministry of Local Government & Lands; vi) Ministry of Youth & Sports; vii) Ministry of Information & Communication Infrastructure; viii) Public Service Commission; ix) Management Development Institute; x) Personnel Management Office; xi) Office of the President; xii) National Audit Office; and xiii) Gambia Revenue Authority.

1.2 Programme Objectives

The PSRICD had two primary objectives, one internal facing and the other with an external perspective. The internal focus was on strengthened human & institutional capacities for improved economic governance, policy formulation, strategic management & implementation of development programmes by beneficiary institutions. The external goal was the improved effectiveness, efficiency, responsiveness, accountability & transparency in the delivery of public goods and services to the citizens of The Gambia.

1.3 Methodology & Summary of the Impact Assessment

The consultants supplemented the methodology required by the Terms of Reference with their proprietary impact assessment methodology, SEPI© - Structured Evaluation of Programme Impact (see the outline in Section 2 and the details on Appendix 6).

The evaluation was consultative and participatory evaluation including desk reviews, interviews, analysis, feedback and synthesis leading to the conclusions of this report. We designed two complementary semi-structured interview guides i.e. first, for beneficiaries and second, for funders/managers. The interviews were based on the five objectives specified by the Terms of Reference –

- **Relevance**: the extent to which the activities designed and implemented were suited to priorities and realities
- **Effectiveness**: the extent to which the project has achieved its intended outputs and objectives.
- **Efficiency:** measurement of the outputs in relation to the inputs.
- **Sustainability:** assessment of the ability of supported activities and functions to continue after the project ends.
- **Partnerships:** the extent to which the project brings together relevant stakeholders to achieve project objectives.

The results of the field research are detailed in Appendices 2 and 3 respectively.

FJP's SEPI© examines the programme cycle (see Figure 1) from planning through design, into implementation and onwards to learning for improved design. SEPI ©, through a combination of documentary evidence and field evidence supplemented by the expertise of the impact assessment professional draws reasonable conclusions about strategic drift (see Figure 2 & Figure 3) and the

likelihood of programme impact expressed as a percentage (i.e. out of 100). Roughly half of SEPI © is allocated to programme planning, design & implementation planning, with the other half allocated to programme implementation and learning.

SEPI© ratings utilise a scale:

- Major Improvement Needed (up to 1/3rd of available score);
- In Transition to Adequate systems (up to 65% of the available score)
- Adequate systems are in place (at least 2/3rd or 66% of available score);
- In transition to Excellence[1] in systems (above 2/3rd or 66% of the available score)
- Excellence in systems (full available score).

The PSRICD was rated at 57%, indicating a reasonable accomplishment in terms of project outputs. However, the sustainable impact of those outputs was significantly weakened by challenges in the planning, design and strategic risk management phases, prior to implementation. A reasonable foundation appears to have been laid for future CSR efforts, subject to the effective incorporation of the lessons learnt from this impact assessment.

1.4 Primary Outputs of the PSRICD

The primary outputs can be segregated into three categories:

1. Feasibility studies, diagnostic investigations and development of intervention systems and processes:
    a. Report on the Feasibility of a National Health Insurance for the Civil Service
    b. Advantages and Disadvantages of a Human Resource & Institutional Capacity Development Authority
    c. Capacity Development Mapping Exercise
    d. Mid-Term Review – PSRICD Project
    e. Revised & Regulatory Instruments of The Gambia Public Service
    f. The Legal & Regulatory Framework of The Gambia Public Service
    g. Report on the formulation of Strategic Planning Tools and Capacity Development for key Government Institutions
    h. Balanced Score Card Report
2. Assessment of Capacity Gaps at beneficiary institutions:
    a. Ministry of Local Government & Lands
    b. Management Development Institute
    c. Ministry of Finance & Economic Affairs
    d. Ministry of Agriculture
    e. Personnel Management Office
    f. Public Service Commission
    g. National Audit Office
    h. Ministry of Health & Social Welfare
    i. Gambia Revenue Authority
    j. Ministry for Basic & Secondary Education (Administrative Cadre & Levels 7 – 11)
3. Strategic action plans for beneficiaries:

[1] Excellence - this is evidence of superior organisational competencies that may be difficult for other organisations to copy and may represent sources of long-term competitive advantage.

a. Personnel Management Office
b. Public Service Commission
c. Ministry for Local Government & Lands
d. Ministry of Finance & Economic Affairs
e. Ministry of Information and Communication Infrastructure
f. Ministry of Agriculture
g. Ministry of Health & Social Welfare
h. National Audit Office
i. Gambia Revenue Authority
j. Ministry of Youth & Sports

1.5 Findings of the Evaluation: Relevance

The TOR defined relevance as "the extent to which the activities designed and implemented were suited to priorities and realities". Our assessment was that, on balance, our findings indicated that the evidence indicated that shortcomings had broadly negative implications for sustainable impact. The key contributory findings included:

- Insufficiently detailed situational analysis for the design of the project, leading to unduly enhanced risks to impact.
- Particular needs and risk profiles of specific beneficiaries were not adequately reflected, partly resulting from weaknesses in situational analysis.
- The early departure of the first project manager indicated strains in the operation of the project implementation unit, especially between him and the erstwhile National Expert.
- An apparently good replacement for the project manager was not matched by a replacement for National Expert. This significantly weakened the planned transfer of project management knowledge and skills.
- 55% of beneficiaries asserted that they were not fully aware of the PSRICD situational analysis – suggesting weak ownership of the programme.
- 55% beneficiaries stated that they observed gaps in the project design.

1.6 Findings of the Evaluation: Effectiveness

The TOR defined effectiveness as "the extent to which the project has achieved its intended outputs and objectives". Our assessment was that, on balance, our findings indicated that the evidence indicated that shortcomings and successes had broadly neutral implications for sustainable impact. The key contributory findings included:

- On the positive side, details in Appendix 8 indicate that the greater majority of activities by number were achieved and the related objectives met.
- However, Government ownership & leadership of the reform process appears to have been significantly underachieved partly due to weaknesses in the planning and design phase and partly due to the inadequate harnessing of key project champions to drive the process.
- Further, the PSRICD Board did not appear to serve its intended purpose as the conduit for harnessing champions, partly due to irregular Board meetings and a marked habit of delegation of attendance to subordinates.

The consultants concluded that output effectiveness was secured more through "donor/supply-driven" effort than by beneficiary demand-driven actions.

Our work indicated that consultants deployed a reasonable level of competence in their work. This was supported by the interviews of beneficiaries & funders/managers. However, there was a particular challenge with the poor implementation of the balanced scorecard (BSC). The BSC is an advanced performance management system requiring consultant and beneficiary time over an extended period of between 6 and 24 months. In the context of The Gambia, a successful implementation is likely to require an extended implementation effort of between 24 and 36 months, with substantial high quality consultant support. It is likely that the BSC failed for want of adequate supportive investment in planning & implementation processes. As is noted below (S 1.8), the failure of this effort at implementing a performance management system presents a major challenge to the ability to reliably assess the impact of any Civil Service Reform process.

Strategic plans were developed. However, long term planning cannot be a static, one off, process. It was unclear whether beneficiaries acquired expertise to maintain effective strategic direction and control in the implementation of their programmes in order to avoid strategic drift away from their objectives. Building the capacity to plan without a commensurate development of complementary implementation skills increases the risk of failure of strategic interventions. Consideration should be given to investment in long term training in strategic development and implementation skills through a Master of Science course delivered by established and reputable on-line learning programmes such as that of Edinburgh Business School, Heriot-Watt University, Scotland.

1.7 Findings of the Evaluation: Efficiency

The TOR defined efficiency as "the measurement of the outputs in relation to the inputs". Our assessment was that, on balance, our findings indicated that the evidence indicated that shortcomings had broadly negative implications for sustainable impact. The key contributory findings included:

- UNDP and Spanish funding and resource mobilisation support is well appreciated by beneficiaries.
- Beneficiaries believe that the same results are attainable at lower cost through use of internal expertise. This was an unexpected finding. If true, it would question the need for major elements of the project activities. If capacity exists but is not being deployed, then this is an altogether different problem from a situation where capacity is inadequate. This finding emphasises the consequences of weak situational analyses.
- There was an unexplained difference between beneficiaries and funders/managers on extent to which funds were utilised as planned. Beneficiaries were relatively cynical, with a quartile 2 response on a seven point rating scale i.e. 3.14. Funders/managers were relatively sanguine, with a quartile 4 positive response i.e. 5.7 out of a maximum score of 7 points.

1.8 Findings of the Evaluation: Sustainability

The TOR defined sustainability as "the assessment of the ability of supported activities and functions to continue after the project ends". Our assessment was that, on balance, our findings indicated that the evidence indicated that shortcomings had broadly negative implications for sustainable impact. The key contributory findings included:

- A marked deficiency in ownership & commitment to the project deliverables by the beneficiaries.
- The evidence base required for the assessment of sustainability is weak partly due to the inadequate investment in the necessary performance management and appraisal systems. The

failure of the Balanced Scorecard (BSC - see section 1.6), an advanced performance management system was highly significant in this regard.

- Sustainability demands realistic tactics for harnessing champions and for mitigating the risks of resistance to change. This should have been a major goal of the project planning and design phases. The weaknesses in the scope and depth of the situational analysis heightened the risks of weak impact. Effective strategic risk identification processes, linked to the environmental analyses, would have delivered adequate and relevant risk responses
- In the medium term, CSR activities will be sustained through a planned and costed follow up project that has already been prepared. Development partner resources have, reportedly, been mobilised. However, the sustainability and impact of that programme is dependent on the mitigation of the risks highlighted in this report.
- Long term sustainability depends on adequate ownership, relevance and timely performance management and appraisal of staff and teams.

1.9 Findings of the Evaluation: Partnerships

The TOR defined partnerships as "the extent to which the project brings together relevant stakeholders to achieve project objectives". Our assessment was that, on balance, our findings indicated that the evidence indicated that shortcomings had broadly negative implications for sustainable impact. The key contributory findings included:

- The key partnership is that with the governance authorities. This primary project risk does not appear to have been adequately managed to generate necessary practical relevance and ownership. This has adverse implications for impact.
- The PSRICD project acquired a donor supply-driven character instead of a beneficiary demand-driven profile. This elevates the risks of strategic drift (see Appendix 6).
- There is a need for involvement of Non State Actors/ recipients of public services who were absent in current project. This would give practical effect to the second primary objective identified in S 1.2 above. The deployment of an effective performance management and appraisal system would also support this objective; as well rounded performance necessarily includes service delivery objectives.

1.10 Conclusions: Lessons Learnt

1. The PSRICD acquired a donor supply-driven character instead of a beneficiary demand-pull profile. This diluted the likelihood of successful impact.
2. A significant increase is required in the scope and depth of situational analysis, implementation planning and strategic risk planning (SAIP).
3. A thoughtfully structured and innovative SAIP, highly sensitive to the complexities and peculiarities of the Gambian context, will improve programme design, enhance ownership, relevance, reduce risks and elevate the likelihood of impact.
4. A future CSR programme should prioritise and adequately fund credible, merit based, continuous performance management and appraisal systems (CPMAS) that focuses on both internal capacity and external service delivery.
5. A future CSR project should provide adequate time for CPMAS implementation (24-36 months) including a pilot phase and extensive expert support from competent external consultants.
6. There is a need for involvement of Non State Actors/ recipients of public services who were absent in the governance of the current project.

7. There is a need for Service Delivery performance indicators (PIs) in addition to Capacity/Institutional Enhancement PIs.
8. Consideration should be given to investment in long term training in strategy development and implementation skills for a critical mass of civil servants through a Master of Science course delivered by established and reputable on-line learning programmes such as that of Edinburgh Business School, Heriot-Watt University, Scotland. Use of online resources would ensure that skills are applied to the civil service as they acquired. It would also eliminate the potential damage often done when key staffs are removed from the service for extended periods of full time study.

2. Outline of Our Approach to the Assignment

2.1 Methodology & Sample Size

Our evaluation exercise was consultative and participatory, with a combination of desk reviews, analyses and interviews. The desk review of documents commenced after the receipt of a comprehensive schedule of documents (see Appendix 5).

We designed a semi-structured interview guide for *beneficiaries* i.e. relevant ministries, departments and agencies. That guide and a summary of the responses are shown at Appendix 2. We consulted with PSRICD management during the development of this guide and incorporated comments from the same in the final version. The interviews commenced on Monday 16 April. To support the work of our field interviewer (one support consultant) we prepared an introductory letter which was submitted to PSRICD for its consideration. That letter was approved and formed the basis of communication from PSRICD to all stakeholders (beneficiaries, funders and project management) that is shown at Appendix 4. **Of the thirteen organisations included in the letter, we were able to secure interviews with nine.** Eleven interviews were conducted in total, with Ministry of Information and Communication Technologies and Ministry of Local Government & Lands, each, providing two interviewees. We were unable to obtain interviews with the Office of the President, Gambia Revenue Authority, National Audit Office and Ministry of Youth and Sports.

A suitably adapted interview guide was developed for funders and the project management team (latter including the steering committee, Board and project manager). Those interviews and anonymised responses from the four respondents (UNDP, Project Manager, Spanish International Cooperation and the Public Service Commission) are shown at Appendix 3. We were unable to obtain interviews with targeted individuals in the Personnel Management Office, Ministry of Finance & Economic Affairs, World Bank, US Embassy and Ministry of Trade. The World Bank and the US Embassy did not consider that their role merited participation in the survey.

As some respondents requested anonymity in both groups, we anonymised all data from both the beneficiaries and the management groups.

We were requested, during the inception meeting with the project manager, to consider including the interview of the general public. We expressed the opinion that this is beyond the current scope and budget allocated to this evaluation as it would entail a significant extension to the time required for the assignment and the consultant resources devoted to the same.

Wherever feasible, a seven step quantitative scale was deployed, in the interview guides, to permit the quantitative analysis and ready comparison of the perceptions of beneficiaries. This is complemented by appropriate provision for qualitative details. The questions have been designed to provide reasonable triangulation (verification checks) of responses through the use of multiple questions to address a single issue.

The questions in the interview guides correspond to the five primary objectives utilised in the “Objectives & Scope” (see section 1.1.2) of the terms of reference (TOR). These are:

- **Relevance**: the extent to which the activities designed and implemented were suited to priorities and realities
- **Effectiveness**: the extent to which the project has achieved its intended outputs and objectives.

- **Efficiency:** measurement of the outputs in relation to the inputs.
- **Sustainability:** assessment of the ability of supported activities and functions to continue after the project ends.
- **Partnerships:** the extent to which the project brings together relevant stakeholders to achieve project objectives.

This will permit the analysis of the project utilising the structure required by the TOR. Wherever desirable, the specific questions of the TOR under each objective have been incorporated into the interview guide. The TOR questions have also been augmented by the consultants where necessary, through the addition of new questions to permit the assessment of impact.

In addition, the headings and questions have been reconciled to our SEPI© evaluation methodology as shown in the next section.

2.2 FJP's Proprietary Evaluation Methodology – Structured Evaluation of Programme Impact (SEPI©)

In addition to providing an assessment of the project using the structure required by the TOR, we deployed SEPI© which was developed and deployed, in 2011, by our CEO in response to perceived challenges in the evaluation of development programmes. The methodology was discussed during the presentation of the inception report to UNDP and is detailed in Appendix 6. The methodology is also reconciled to the terms of reference in Appendix 7.

3. Detailed Findings, their Implications & Our Recommendations

3.1 Objectives & Scope

The purpose of the evaluation is to assess the performance of the PSRICD project over the two and half years (April 2009-December 2011) of its existence; identify opportunities, challenges and lessons learned; and provide concrete recommendations on how to strengthen a long-term Civil Service Reform (CSR) programme that contributes to a national development agenda and to sustainable socio-economic development of the nation.

The assignment should provide a fair, objective and an accurate assessment of the project performance so far. The recommendations should therefore be creative, comprehensive and tangible enough to be put into immediate and effective use, once accepted by the PSRICD Board.

The terms of reference identified five key issues to be covered by the evaluation. Our findings are structured to correspond with those issues. The findings are presented by reference to our three primary sources of evidence i.e.

i. The documentary evidence (see Appendix 5 for our sources);
ii. The evidence from the interviews of beneficiaries (see Appendix 2); and
iii. The evidence from the interviews of funders and managers (see Appendix 3).

The overall implications of the evidence for the impact of the project (i.e. the difference made in the institutional capacity of beneficiaries) are shown using three symbols:

↓ Broadly negative implications for impact.

↔ Broadly neutral implications for impact.

↑ Generally positive implications for impact.

3.2 Issue 1: Relevance ↓

The Terms of Reference (TOR) defined relevance as the extent to which the activities designed and implemented were suited to priorities and realities.

- ***(1.1) Was the initial design of the PSRICD project, including its recruitment procedures, adequate to properly address the issues envisaged in formulation of the project and provide the best possible support to the GoTG? Has it remained relevant?***

  The documentary evidence ↓
  The project document did not provide a sufficiently detailed environmental/situational analysis for the design of the project. This was a significant shortcoming and materially enhanced the risk of strategic drift (see Appendix 6). The broad issues appeared to be very relevant, but the absence of a detailed environmental analysis meant that the fitness for purpose of the proposed activities was diluted as the particular needs and risk profiles of specific beneficiaries were not adequately reflected.

  The early departure of the first project manager and the evidence of strained relations between him and the erstwhile National Expert indicate that the recruitment processes had significant

weaknesses in both instances. There appears to be greater satisfaction with the performance of the current project manager, although the project was not successful in replacing the National Expert after her deployment to another position. This materially weakened the expected transfer of knowledge and skills.

The evidence from interviews of beneficiaries ↓
The evidence is presented in section 1 of interview document in Appendix 2. 6 of 11 (55%) of respondents were not adequately aware of the challenges and opportunities identified by the PSRICD project in their institutions. A similar percentage perceived gaps in project design or did not have sufficient knowledge to assess such gaps.

Overall, on a seven step rating scale, they assessed the project relevance at an average 4.7, which was in the third quartile of the scale. This rating was proportionately higher than was expected from the proportion of respondents who were not aware of the project design. It suggests that the shortcomings in participatory environmental analyses may have been, in part, mitigated by the usefulness of the activities actually implemented. We conclude that the project would have benefited from greater involvement of beneficiaries in the development of a detailed environmental analysis that reflected their particular sectoral needs, in addition to the cross-cutting issues addressed by the project.

The evidence from interviews of funders and managers ↓
The evidence is presented in section 1 of interview document in Appendix 3. As would be expected, a higher proportion was sufficiently aware of the project design, although the fact that even one of the four was not adequately aware was a matter of concern. Nevertheless, among those who professed awareness, significant gaps in design were noted. One respondent flagged the matter of the inadequate environmental analysis identified, above, by the consultants. The gaps noted by another respondent are noted below:

> "Developing and maintaining the necessary human and institutional capacities. [Need to] explore and implement different approaches in filling critical managerial and professional positions in the civil service, in a sustainable manner. [There is] attractive remuneration in the private sector and public enterprises [that] continues to attract trained civil servants. [There is] need for stronger Government leadership and ownership of the reform process. Public service reforms are normally long-term and costly ventures. Thus resource mobilisation efforts should have and should be intensified by government to allow smooth continuation of activities and appropriate institution or system set up to consolidate gains made in this project. [There is need to] make greater use of best practices and lessons from countries that have successfully implemented reform processes. [Better] counterparts arrangements in institutions with UNVs should have been identified to ensure skills transfer to nationals to continue works started by UNVs. Greater efforts [are needed] to train and ensure skills transfer from Capacity Development Advisor to a national expert or team of experts at PMO level".

The words in brackets were the result of editing by the consultants. Overall, on a seven step rating scale, they assessed the project relevance at an average 5.75, which was in the fourth quartile of the scale. We would suggest that the optimism of the managers should be tempered

with the relative scepticism of the beneficiaries. The optimism does not appear to adequately reflect the importance of the gaps identified by the managers.

- ***(1.2) To what extent do the provisions of the original project document serve as a useful guide for the operations of the PSRICD project? Do they satisfy the requirements that have been placed on the PSRICD project?***

  This was satisfactorily addressed by the evaluation of 1.1 above.

- ***(1.3) How has the PSRICD project responded to changes, such as the on-going civil service reforms (pay reform, civil service recruitments, and civil service trainings)?***

  Relevant evidence not sighted.

- ***(1.4a) Will the project structure as currently established be of optimal and continued relevance going forward?***
- ***(1.4b) Will the PSRICD Board as composed be of continued relevance going forward?***

  This is separately addressed under Issue 3 – Efficiency.

3.3 Issue 2: Effectiveness ↔

The Terms of Reference (TOR) defined effectiveness as the extent to which the project has achieved its intended outputs and objectives. This should be contrasted with "relevance" which addresses the appropriateness of the intended outputs and objectives. In this terminology, effectiveness must be combined with relevance in order to minimise the risk of strategic drift (latter as defined in Appendix 6).

- ***(2.1a) To what extent has the PSRICD project been able to deliver against its objectives? How many and which of the intended outputs have or have not been delivered as planned?***

  The documentary evidence ↑
  The following table summarises the variances from the annual work plans of the project i.e. the activities that were not completed or that were not satisfactorily implemented. This table is a summary of the detailed analyses shown in Appendix 8.

Work plan for year:	Output	Description	Remarks
2009	Short-term development for capacity gaps	Provide seed resources to fast track the introduction of new systems and processes aimed at improving operational efficiency in the public service	Negative variance. 1 of 8 activities not delivered – 13%
2009	Enhancement of Public Service Institutions	Conduct functional reviews and institutional capacity assessment in key Departments of State and holding of workshop to validate results	Negative variance. 1 of 9 activities not delivered – 11%.
2010	Government Leadership and Coordination of capacity		Board Meetings have not been regular during

Work plan for year:	Output	Description	Remarks
	Development and Public Service Reform strengthened		this period.
2010	Short-term strategies and measures to address critical capacity gaps and skills selected strategic areas implemented	Strategies to gap-fill developed and implemented - Put in place a Token programme in collaboration with UNDP	Negative variance. 2 of 8 activities not delivered – 25%.
2010	Short-term strategies and measures to address critical capacity gaps and skills selected strategic areas implemented	Provide seed resources to fast track the introduction of new systems and processes aimed at improving operational efficiency in the public service	Ditto
2010	Key public service institutions provided with structures, human resources and systems to enable them function effectively and efficiently	Conduct functional reviews and institutional capacity assessment in key Departments of State and holding of workshop to validate results	Negative variance. 3 of 9 activities not delivered – 33%.
2010	Key public service institutions provided with structures, human resources and systems to enable them function effectively and efficiently	Conduct human resource(skills and competencies audit) survey and holding of workshop to validate results-including development of a National Skills Policy	Ditto
2010	Key public service institutions provided with structures, human resources and systems to enable them function effectively and efficiently	Develop training/orientation materials and disseminate and set up mechanisms for sustained production and reviews of level of compliance	Ditto
2010	Comprehensive long-term vision and strategy in place and sustained by appropriate institutional arrangement and partnerships	Set up a partnership framework between government and development partners to support a sustained public service reform process	Negative variance. 1 of 4 activities not delivered – 25%. Activity 4.2.1 was in motion but not finalized for the creation of a basket fund.
2011	Short-term strategies and measures to address critical capacity gaps and skills in selected strategic areas implemented	recruit UNVs in collaboration with UNDP	Placed 9 out the targeted 15 UNVs
2011	Ditto	Placement of experts through MIDAS Programme in collaboration with IOM	Programme failed to start due to shortness of remaining implementation period.
2011	Key public service institutions provided with structures, human resources and systems to enable them function effectively and efficiently	Review of GO, FI, PSC Regulations	Done – but not yet implemented. The review and revision of service rules, GO, FI, PSC Regulations are still pending approval by

Work plan for year:	Output	Description	Remarks
			cabinet.

Table 1: High Level Summary of Variances of Actual Activities from the Annual Work Plans
Source: Detailed Analyses in Appendix 8.

A review of this information in the context of the details in Appendix 8 indicates that the greater majority of activities by number were achieved and the related objectives apparently met.

The evidence from interviews of beneficiaries ↔
Section 2 of the interview guide in Appendix 2 includes the responses on project effectiveness. The poor responses to questions 2.1 and 2.2 emphasise the concern regarding the relative importance of "effectiveness" in this evaluation. The responses indicate that respondents were markedly unhappy with the "relevance" of the project and that the gaps identified by them in question 2.6 should be taken seriously in any future project design. It is noted, however, that there is an acknowledgment of the value of the actual outputs delivered.

The evidence from interviews of funders and managers ↔
Section 2 of the interview guide in Appendix 3 includes the responses on project effectiveness. It is noteworthy that the funders and managers' were markedly more optimistic about the value and relevance of the actual outputs delivered (relative to the beneficiaries). However, from the perspectives of both groups, one major output appears to be been significantly underachieved i.e. the extent of government ownership and leadership of the reform process. This may be partly due to weaknesses in the design phase noted above and partly due to the inadequate harnessing of key project champions to drive the process. The latter is emphasised by the responses to questions 2.11 & 2.12 by both groups. The Board did not serve its intended purpose as the conduit for harnessing champions; as was evident by the irregular meetings and the marked habit of delegation of attendance to subordinates. Effectiveness, as defined here, may have been secured more through "donor/supply-driven" effort than by demand-driven actions.

- ***(2.1b) What/How is the quality of expertise provided to the partner government institutions?***
- ***(2.1c) What concrete successes in policy formulation, advice and coordination have been achieved, where applicable?***
- ***(2.1d) How useful has the knowledge and skills transfer proven to be so far?***
- ***(2.1e) How has the PSRICD project contributed to the overall delivery of the GoTG civil service reform agenda?***

The documentary evidence ↓
The evaluators' review of the work done by consultants on the project (see the list of documents reviewed in Appendix 5) appears to indicate a reasonable level of competence. It should be noted that one of the reports (on the feasibility of a Human Resource Authority) was done by this evaluating firm. Consequently, our assessment of that report must be viewed with that fact in mind.

There appears to be a particular problem with the poor implementation of the balanced scorecard. It is unclear whether the problem is with the ownership and commitment of the beneficiaries to what is an advanced performance management system. It is noted that the implementation of such a system would normally require significant outlays of consultant and beneficiary time over an extended period of between 6 and 24 months (including a pilot phase) depending on the prior competence of the beneficiary's existing performance management system. It is likely that the effort failed for want of adequate supportive investment in implementation processes. As noted below, this was a significant failure in the project outputs.

A key tool for policy formulation and coordination was the development of strategic plans. However, strategic planning is not a static process. It is unclear whether the beneficiaries have acquired sufficient expertise to regularly review, evaluate and refresh their strategic plans to ensure that they form a basis for effective direction and control of their organisations. Further, the beneficiaries form part of the government, which should have clearly stated overarching goals in terms of national development. We did not find evidence of appropriate coordination in the development of sectoral strategic plans in relation to national goals. The failure of the efforts at establishing a National Planning Commission (later the short-lived Ministry of Planning and Economic Development) increases the risk of silo planning that may result in inefficiencies in direction and control and wastage of time and resources.

The first project manager apparently encountered challenges, including a poor relationship with the national expert. Both individuals left the project early. The project manager appears to have been satisfactorily replaced, but the national expert was not. Consequently, a key goal for knowledge transfer for project management capability was not attained. The assessment of the effectiveness of wider efforts at knowledge transfer (including policy formulation and coordination) to the public service is a function of the credibility of the services' performance management and appraisal system. The performance management system is responsible for monitoring the application of knowledge and skills. Unfortunately, the project did not adequately prioritise, plan and resource the deployment of a credible performance management system. Consequently, the effectiveness of knowledge transfer from the project deliverables cannot be reliably assessed.

The evidence from interviews of beneficiaries and funders/managers ↔
Questions 2.7 - 2.14 of the interview guides in Appendices 2 & 3 includes the relevant responses. The effectiveness of the Board is rated as least satisfactory by the beneficiaries, and the outputs of consultants as most satisfactory. This is consistent with the evaluation of the funders and managers for the same questions in Appendix 3. When asked about the effectiveness of knowledge transfer, both groups give a quartile 3 rating that is broadly the same on the seven step scale i.e. 4.1 & 4.3 respectively for beneficiaries and funders/managers. However, the beneficiaries were markedly more pessimistic about the overall contribution of the project to the reform agenda of their institution i.e. 3.45 (quartile 2 response) & 4.5 (quartile 3 response) respectively for beneficiaries and funders/managers.

- ***How effectively has the PSRICD project been structured? How has the surrounding structure in which the PSRICD project operates affected its delivery?***
- ***How well have the Project Management structures established effective relationships with Ministries, Departments and Agencies as well as with the Office of the President? How could these be improved going forward?***

- ***How effectively has the PSRICD project been managed from an operational perspective? How successful has the recruitment process been for the PSRICD project?***
- ***Which aspects of the PSRICD project have been most effective so far? Which ones are least effective?***
- ***What key challenges have hampered the delivery of intended outputs?***
- ***How can the effectiveness of support to the PSRICD project be strengthened going forward?***

These matters were addressed by questions 2.11 to 2.14 of the interviews in Appendices 2 & 3. They have been adequately assessed in the preceding paragraphs.

3.4 Issue 3: Efficiency ↓

The Terms of Reference (TOR) defined efficiency as the measurement of the outputs in relation to the inputs.

- ***Was the structure and management of the PSRICD project appropriate to achieving the desired objectives and intended results of the project? If not, what were the key weaknesses?***
- ***Was UNDP support to the PSRICD project appropriate to achieving the desired objectives and intended results? If not, what were the key weaknesses?***
- ***Were the results delivered in a reasonable proportion to the operational and other costs? Could a different type of intervention lead to similar results at a lower cost? How?***
- ***Were the funds utilized as planned? If not, why?***

The documentary evidence ↓

The key issues have already been evaluated in the preceding section.

The evidence from interviews of beneficiaries and funders/managers ↓

The evidence is presented in section 3 of the interviews in Appendices 2 & 3. They reflect the concerns already expressed regarding the challenges encountered with the erstwhile project manager and national expert, as well as the effectiveness of the beneficiary oversight and ownership mechanisms. As would be expected, UNDP funding and resource mobilisation support is well appreciated by both groups.

It is noteworthy that beneficiaries assert that the same results can be attained at lower cost through use of internal expertise available to the public service. If this were the case, then it would call into question the need for major elements of the project activities. If capacity exists but is not being deployed, then this is an altogether different problem from a situation where capacity is inadequate. This emphasises the consequences of the weak environmental/situational analyses noted in our review of project "relevance" above (section 3.2).

There is a sharp unexplained difference between beneficiaries and funders/managers on the extent to which funds were utilised as planned (question 2.8). Beneficiaries were relatively cynical, with a quartile 2 response on the seven step scale i.e. 3.14. Funders/managers were relatively sanguine, with a quartile 4 response i.e. 5.7. This is a matter better investigated by a financial audit as it is outside our scope of work to undertake the required detailed verification tests.

3.5 Issue 4: Sustainability ↓

The Terms of Reference (TOR) defined sustainability as the assessment of the ability of supported activities and functions to continue after the project ends.

- ***Will the outputs delivered through the PSRICD project be sustained by national capacities after the end of the project duration? If not, why?***
- ***Will there be adequate funding available to sustain the functionality over the short, medium and longer term?***
- ***Has the PSRICD project generated the buy-in and credibility needed for sustained impact?***

The documentary evidence ↓
The key issues have already been evaluated in the preceding sections. There is a marked deficiency in the ownership and commitment to the project deliverables by the beneficiaries. In part, this is due to identified weaknesses in the design phase i.e. inadequate involvement of beneficiaries and weakly executed environmental/situational analyses.

The evidence on the extent to which national capacities have been sustainably enhanced is not available, partly due to inadequate investment in the necessary performance management and appraisal systems. Such performance management systems should have been accorded a high priority as they are the most reliable basis for reporting on the impact of capacity enhancement activities.

Sustainability demands realistic tactics for harnessing champions and for mitigating the risks of resistance to change. Effective strategic risk identification processes, linked to the environmental analyses, would have delivered adequate and relevant risk responses. There is insufficient evidence that highly significant governance risks in the Gambian operating context have been reflected in project planning.

In the medium term, activities can be maintained through the planned follow up project, for which development partner resources have apparently been mobilised. However, the sustainability of those future activities depends on the extent to which the lessons of this prior project have been learnt.

The evidence from interviews of beneficiaries and funders/managers ↓
The evidence is presented in section 4 of the interviews in Appendices 2 & 3. Both groups appear concerned about the ability of national capacities to sustain the project deliverables. The beneficiaries are marginally more pessimistic (with a 3.45 / quartile 2 rating) than the funders/managers (with a 4.0 / quartile 3 rating).

3.6 Issue 5: Partnerships ↓

The Terms of Reference (TOR) defined partnerships as the extent to which the project brings together relevant stakeholders to achieve project objectives.

- ***Have relationships with key partners functioned as planned and intended? If not, why?***
- ***Did partnership and resource mobilisation proceed as planned and meet project requirements?***
- ***How can partnerships be managed differently to provide the best possible support to the long term civil service reform project?***

The documentary evidence ↓
A key partnership in public service capacity building is the partnership with the governance authorities who must be adequately persuaded of the relevance and utility of the project deliverables to the national interest. As indicated in the preceding sections, this was a primary project risk that

does not appear to have been adequately managed. This has adverse implications for impact, with the project acquiring a supply-driven character instead of a demand-push capability.

The evidence from interviews of beneficiaries and funders/managers ↓
The evidence is presented in section 5 of the interviews in Appendices 2 & 3 and the space for additional comments. The responses from both beneficiaries and funders/managers reflect the concerns that were raised above. In addition, a funder/manager noted the need for involvement of the private sector/NGOs and the general public to enhance the accountability of the public service in the delivery of public services. The inclusion of these partners was an important element of the project design, but was excluded during project implementation. Again, the failure to adequately plan for environmental risks was a likely contributor to this shortcoming.

3.7 Overall SEPI© Evaluation of the PSRICD Project

The SEPI© method is described in Appendix 6 and is reconciled to the TOR in Appendix 7. This section utilises that reconciliation to deliver an overall assessment of the likelihood of sustainable impact of the PSRICD i.e. its ability to deliver a sustainable and adequate improvement in the institutional capacity of the Gambian public service to attain the national and sectoral strategic goals.

The SEPI© rating of the likelihood of impact of the PSRICD project is 57%. This is classified as a situation where the project as a whole is in transition to the development of systems and processes that will provide adequate assurance of impact. However, the current systems do not provide adequate assurance of impact. The project appears to have encountered an enhanced risk of strategic drift as defined in Appendix 6. The risk appears to be due to strategic drift that is primarily caused by shortcomings in internal planning and in implementation capacity.

Primary Objective of the Terms of Reference	Overall assessment - S 3.2 to S3.6	SEPI© Phase #	Description of the SEPI© Phase	SEPI© maxi-mum rating	SEPI© Assess-ed Rating
• **Relevance:** the extent to which the activities designed and implemented were suited to priorities and realities	↓	A B	Were the objectives unambiguously stated and internally consistent each with the other? Were the environmental analyses sufficiently detailed to provide an understanding of the need for the objectives and the nature of potential enablers and blockers?	9 9	6 3
• **Effectiveness**: the extent to which the project has achieved its intended outputs and objectives.	↔	D	Were the performance indicators (PIs): i. congruent with the objectives? ii. sufficient in scope to fully report on the attainment of the objectives? iii. reasonably measurable? iv. reasonably captured and measured in a baseline survey or other timely baseline data source? v. subject to regular and timely management reporting for decision making, direction and control during the	 6 6 6 9 34	 4 4 4 3 22

Primary Objective of the Terms of Reference	Overall assess ment - S 3.2 to S3.6	SEPI© Phase #	Description of the SEPI© Phase	SEPI© maxi-mum rating	SEPI© Assess-ed Rating
			lifetime of the programme? vi. readily measurable and reported in the present time to provide a basis for impact assessment?	12	8
• **Efficiency:** measurement of the outputs in relation to the inputs.	↓	Ditto	Ditto		
• **Sustainability:** assessment of the ability of supported activities and functions to continue after the project ends.	↓	C	Did the implementation strategy clearly define tactics to harness the enablers and to mitigate the potential obstacles? Were the tactics successful in practice?	9	3
• **Partnerships:** the extent to which the project brings together relevant stakeholders to achieve project objectives.	↓	A to D	Lessons were drawn from each step of the SEPI© process.		
Overall SEPI© rating				**100%**	**57%**

Table 2: SEPI© rating of the likelihood of Impact of the PSRICD Project 2009-2011

End of Document. Appendices follow.

Appendix 1: Terms of Reference

A1. Terms of Reference

A1.1 Background

Strengthening human and institutional capacities for improved economic governance, policy formulation, strategic management and coherent implementation of development programmes is central to the Government of the Gambia. The ultimate aim is to ensure effective, efficient, responsive, accountable and transparent delivery of public goods and services to the populace for socio-economic development of the country at large.

The PRSP II, which builds on the long-term development Vision 2020 of the Gambia and geared towards achievement of the MDGs emphasizes improved public sector management as a primary means to achieve economic growth and poverty reduction. On the other hand, the PRSP II also outlines some major constraints faced for implementation, such as human resource capacity and declining absorptive capacity, aggravated by scarce technical and financial resources, and incoherence in sector investment programmes.

The Public Sector Reform & Institutional Capacity Development (PSRICD) project aimed at laying foundation for development, financing and implementation of a long-term strategy for public service reform and institutional capacity development under strengthened government leadership. The project expected outputs include:

- Government leadership and coordination of capacity development and public service reform strengthened;
- Short-term strategies and measures to address critical capacity gaps and skills in selected strategic areas implemented;
- Key public institutions provided with structures, human resources and systems to enable them function effectively and efficiently; and
- Comprehensive long-term vision and strategy in place and sustained by appropriate institutional arrangements.

The PSRICD Project commenced in April 2009 and ends December 2011. The project funding is majorly from the Spanish DG TTF (USD 1,450,000) and UNDP TRAC (USD 350,000), with thirteen partners/benefitting government institutions that include: i) Ministry of Health & Social Welfare; ii) Ministry of Basic & Secondary Education; iii) Ministry of Agriculture; iv) Ministry of Finance & Economic Affairs; v) Ministry of Local Government & Lands; vi) Ministry of Youth & Sports; vii) Ministry of Information & Communication Infrastructure; viii) Public Service Commission; ix) Management Development Institute/MDI; x) Personnel Management Office; xi) Office of the President; xii) National Audit Office/NAO; and xiii) Gambia Revenue Authority.

Since its inception to April 2010, the project was implemented under the DEX/DIM modality and thereafter to date; the implementation modality has been NEX/NIM under the Personnel Management Office/PMO, Office of the President.

A1.2 Objectives & Scope

The purpose of the evaluation is to assess the performance of the PSRICD project over the two and half years (April 2009-December 2011) of its existence; identify opportunities, challenges and lessons learned; and provide concrete recommendations on how to strengthen a long-term Civil Service Reform (CSR) programme that contributes to a national development agenda and to sustainable socio-economic development of the nation.

The assignment should provide a fair, objective and an accurate assessment of the project performance so far and the ensuing recommendations should therefore be creative, comprehensive and tangible enough to be put into immediate and effective use, once accepted by the PSRICD Board.

In terms of scope, the evaluation will cover the following key areas and corresponding questions:

Relevance*: the extent to which the activities designed and implemented were suited to priorities and realities*

- Was the initial design of the PSRICD project, including its recruitment procedures, adequate to properly address the issues envisaged in formulation of the project and provide the best possible support to the GoTG? Has it remained relevant?
- To what extent do the provisions of the original project document serve as a useful guide for the operations of the PSRICD project? Do they satisfy the requirements that have been placed on the PSRICD project?
- How has the PSRICD project responded to changes, such as the on-going civil service reforms (pay reform, civil service recruitments, and civil service trainings)?
- Will the project structure as currently established be of optimal and continued relevance going forward?
- Will the PSRICD Board as composed be of continued relevance going forward?

Effectiveness*: the extent to which the project has achieved its intended outputs and objectives.*

- To what extent has the PSRICD project been able to deliver against its objectives? How many and which of the intended outputs have or have not been delivered as planned?
    - What/How is the quality of expertise provided to the partner government institutions?
    - What concrete successes in policy formulation, advice and coordination have been achieved, where applicable?
    - How useful has the knowledge and skills transfer proven to be so far?
    - How has the PSRICD project contributed to the overall delivery of the GoTG civil service reform agenda?
- How effectively has the PSRICD project been structured? How has the surrounding structure in which the PSRICD project operates affected its delivery?

- How well have the Project Management structures established effective relationships with Ministries, Departments and Agencies as well as with the Office of the President? How could these be improved going forward?
- How effectively has the PSRICD project been managed from an operational perspective? How successful has the recruitment process been for the PSRICD project?
- Which aspects of the PSRICD project have been most effective so far? Which ones are least effective?
- What key challenges have hampered the delivery of intended outputs?
- How can the effectiveness of support to the PSRICD project be strengthened going forward?

Efficiency: *measurement of the outputs in relation to the inputs.*

- Was the structure and management of the PSRICD project appropriate to achieving the desired objectives and intended results of the project? If not, what were the key weaknesses?
- Was UNDP support to the PSRICD project appropriate to achieving the desired objectives and intended results? If not, what were the key weaknesses?
- Were the results delivered in a reasonable proportion to the operational and other costs? Could a different type of intervention lead to similar results at a lower cost? How?
- Were the funds utilized as planned? If not, why?

Sustainability: *assessment of the ability of supported activities and functions to continue after the project ends.*

- Will the outputs delivered through the PSRICD project be sustained by national capacities after the end of the project duration? If not, why?
- Will there be adequate funding available to sustain the functionality over the short, medium and longer term?
- Has the PSRICD project generated the buy-in and credibility needed for sustained impact?

Partnerships: *the extent to which the project brings together relevant stakeholders to achieve project objectives.*

- Have relationships with key partners functioned as planned and intended? If not, why?
- Did partnership and resource mobilisation proceed as planned and meet project requirements?
- How can partnerships be managed differently to provide the best possible support to the long term civil service reform project?

A1.3 Method & Approach

The evaluation exercise will be wide-ranging, consultative and participatory, entailing a combination of comprehensive desk reviews, analyses and interviews. While interviews are a key instrument, all analysis must be based on observed facts to ensure that the evaluation is sound and objective. On the basis of the foregoing, the consultants will further elaborate on the 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 PSRICD Board in consultation with key stakeholders.

1.1.4 Key Deliverables

By the end of week one (the initial five days), an inception report should be prepared by the consultants before embarking on a fully fledged evaluation exercise. It should detail the consultants' understanding of what is being evaluated and why, showing how each evaluation question will be answered by way of proposed methods; sources of data; and data collection procedures. The inception report should include a proposed schedule of tasks/activities, timeline, deliverables and key issues.

At the end of the assignment, the consultants will deliver an evaluation report containing as a minimum an overview of key findings; analysis of findings and challenges; and lessons learned and recommendations.

Appendix 2: Responses to Interviews of Beneficiaries of the PSRICD

A. Introduction

The Public Sector Reform & Institutional Capacity Development Project ran from April 2009 – December 2011. The expected outcome is a comprehensively reformed civil service that is efficient, transparent and accountable and able to design policies, implement programmes and deliver services to the citizens at national and decentralized levels. The expected outputs are fostered advocacy and policy dialogue in support of civil service reform translating into development, financing and implementation of a long-term strategy for public service reform and institutional capacity development under strengthened government leadership.

As part of the Terminal Evaluation of the Project, FJP Development and Management Consultants has been retained by the UNDP to facilitate the independent assessment of the project implementation effort. This twenty-five minute survey seeks to obtain your overall perception of the Project as an input to this process.

B. Address for responses

A physical copy of this response can be sent to:
Omodele R.N. Jones
FJP Development & Management Consultants
Christ Church Complex
Rear Elton Station
Off Sayerr Jobe Avenue
Nr Westfield Junction

An electronic response can be sent to:
admin@fjp-consulting.com

For further information on FJP, visit:
www.fjp-consulting.com

C. Information about you and your organisation

C.1 Your Organisation:						
C.2 Your sector? (**tick one only**)	Project management/ Steering Ctee/ Board	Central Civil Service	Semi-autonomous Govt Body	Private Profit-Seeking sector	Not-For-Profit sector	International Development Organisation
C.3 Do you authorise FJP to disclose the identity of your organisation in the main report?	Yes			NO		
C.4 Date this survey was completed	DD/MM/YYYY					

Key to responses:

- Q= question. A= Beneficiary's response.
- Quartiles used to evaluate responses to 7 step (1 to 7) scale questions:

Quartile	Start	End
1	0	1.75
2	1.75	3.5
3	3.5	5.25
4	5.25	7

- Values shown in grey represent the average score for a rated question (1-7) followed by the quartile within which the average is located.
- Beneficiaries: identified by letters A to K. Otherwise confidential as requested in interviews.

Section 1	**Relevance/Problem Identification:** ***the extent to which the activities designed and implemented were suited to the demand, realities and priorities of The Gambia's context.***
Q1.1	*In your opinion, through personal experience or from institutional memory, what underlying challenges and opportunities were faced by your Institution in the period leading to the set up of the PSRICD Project in April 2009? Please list them below:*
A1.1	A- Capacity Gaps in key positions at Local Council Levels e.g. CEOs, Skill gaps in policy formulation and implementation.
	B- Lack of continuous training for staff, poor salaries and incentives, lack of promotions, lack of policies and strategies
	C- Capacity problems in the use of IT, gaps in consultancy skills and research
	D- Lack of awareness of what project entails, project activities/design were not suited to core challenges in the system e.g. pay, motivation, conflict/overlap of project activities between project management and ministry, lack of strategic plan (this was later implemented), [our ministry] was not a member of project steering committee and was not part of the project conceptualisation. *[FJP- this response does not address the question.]*
	E- Capacity/skills gap, implementation of the skills gap assessment does not take place. *[FJP- this response does not address the question.]*
	F- Capacity gaps in terms of delivery on mandate, lack of the required competent skill base, lack of alignment of jobs to institutional objectives, lack of organisational direction and focus due to a lack of strategic plan, financial and budgetary constraints and equipment required, high attrition rate and frequent redeployment of staff which erodes institutional memory.
	G- Lack of strategic planning, limited staff capacity, high staff turnover and low incentives and pay.
	H- Capacity gaps e.g. position of Assistant Director is vacant for 12 years , lean directorate staff, slow pace of decentralisation and need for training
	I- Capacity constraints in terms of gaps particularly for Debt, Budget, M&E Units, low incentives
	J- Capacity and skill gaps, policy analysis, ICT
	K- Inadequate equipment and information management systems, office space, outdated civil service rules
Q1.2	*Are you aware of the challenges and opportunities identified by the PSRICD in your institution? Did you read or reliably learn of the contents of the Project Planning Document? (Tick as appropriate below)*
A1.2	YES (5/11- 45%) | NO (6/11- 55%)
Q1.3	*Did the challenges and opportunities identified by the PSRICD adequately cover the issues you or your institution identified in A1.1 above? (Tick as appropriate)*
A1.3	YES (5/11- 45%) | NO (5/11- 45%) | DON'T KNOW (1/11- 10%)
Q1.4	*What gaps did you identify between the project identification of challenges and*

	opportunities and your own perception of the issues? List down your remarks:						
A1.4	A- NONE						
	B- Management and Planning issues, Funding for implementation of recommendations						
	C- ICT Gaps						
	D- Lack of training in policy formulation, lack of involvement in project conceptualisation, ministry did not take lead role in E-Government which was one the project thematics						
	E- Implementation issues, professional development plans whereas the project was looking at academic certification and not matching training to job profiles.						
	F- NONE						
	G- High staff turnover, limited staff capacity						
	H- Critical positions to be filled still exist, recommendations to address capacity gaps and skills development not implemented.						
	I- Inadequate capacity/skills development for the units mentioned above						
	J- NONE						
	K- n/a						
Q1.5	*How would you assess the relevance of the actual challenges and opportunities identified by the PSRICD to the overall needs of your Institution? Rate on a scale of 1-7:* *(1= very low relevance and 7=very high relevance)*						
A1.5	1	2	3	4.7/Q3	5	6	7
Section 2	**Effectiveness: *the extent to which the project has achieved its intended outputs and objectives***						
Q2.1	*How familiar are you with the objectives or proposed solutions set by the project as they relate to your institution? Rate on a scale of 1-7:* *(1= very low awareness and 7=very high knowledge of the detailed objectives/solutions)*						
A2.1	1	2	3.45/Q2	4	5	6	7
Q2.2	In your opinion, in theory, to what extent did the project objectives/solutions address the challenges or opportunities that you identified in A1.1 above? Rate on a scale of 1-7: (1=very low matching of solution to problem and 7=very high matching of solution to problem)						
A2.2	1	2	3.3/Q2	4	5	6	7
Q2.3	How satisfied are you with the contribution and involvement of your institution to the development of the project objectives/solutions? Rate on a scale of 1-7: (1=very dissatisfied and 7=very high level of satisfaction)						
A2.3	1	2	3	4.1/Q3	5	6	7
Q2.4	How would you assess the overall usefulness of the project objectives/solutions to your institution? Rate on a scale of 1-7: (1=very low usefulness and 7=very high level of utility)						

A2.4	1	2	3	4.6/Q3	5	6	7
Q2.5	*Please list down the intended outputs/objectives for your institution that have been met by the project:*						
A2.5	A- Conducted public policy process analysis and implementation, conduct performance and results oriented Training, Records Disposition and Management						
	B- Highly trained workforce, highly motivated and efficient workforce, detailed well defined strategic plan *[FJP: this response is contradicted by the beneficiary's response to 1.4 above and 2.6 below]*						
	C- Training of institute staff						
	D- strategic plan & capacity gap assessment training, training on network administration and database administration						
	E- implementation of the capacity gap assessment						
	F- strategic plan, capacity gap assessment, training on some of the skills gap e.g. job evaluation, performance management and policy formulation, procurement of computers and setting-up of a LAN and internet connectivity, the civil service reform project 2012-2015						
	G- strategic plan						
	H- LAN Connection for internet connectivity, dialogue for the local govt fraternity and civil society groups to sensitise them on issues on decentralisation and way forward						
	I- n/a						
	J- ICT Training, Training Policy analysis and process						
	K- by 2010 to conduct a capacity needs assessment and determine the required HR, organisational and institutional [requirements of our] Secretariat						
Q2.6	*Please list down the intended outputs/objectives for your institution that have NOT been met by the project:*						
A2.6	A- None						
	B- The project did not go beyond providing guidance on management and planning						
	C- No long term training programme for staff						
	D- balanced scorecard not operational although implemented						
	E- training on scorecard, framework of the reform project, non use of the strategic plan due to low standard of the tool compared to what is available to the ministry						
	F- The foundation laid down for the civil service reform program 2012-2015 is not enough and objectives set for this program are not achievable within the stipulated time frame						
	G- ICT survey for sectors not completed, Balanced Scorecard not implemented						
	H- Training of personnel in Public Administration, ICT Skills, Policy making, Governance for Development, Decentralisation Planning and Public/Municipal Finance, Critical vacant positions not filled						
	I- n/a						
	J- none						

	K- [development] of civil service loan scheme and its [implementation] by 2010, that by 2010 a civil service remuneration study would have been implemented, to engage Heads of Departments to set up civil service remuneration study by 2010, collaborate with PMO and National Training Authority and other higher learning institutions to see relevance of the latters' curriculum to the civil service needs						
Q2.7	*How satisfied are you with the quality of expertise/service provided by the project activities to your institution? Rate on a scale of 1-7: (1=very dissatisfied and 7=very high level of satisfaction)*						
A2.7a-project management	1	2	3.9/Q3	4	5	6	7
A2.7b-Board	1	2	3.5/Q3	4	5	6	7
A2.7c-Steering Committee	1	2	3	4.2/Q3	5	6	7
A2.7d-Consultants	1	2	3	4	5.3/Q4	6	7
Q2.8	*List the concrete successes in policy formulation, advice and coordination that have been achieved by the PSRICD Project in your institution:*						
A2.8	A- Improved Method of policy formulation, enhanced strategic skills in policy formulation, alignment of jobs, performance to ministry objectives						
	B- The Strategic Plan, The recommendation on staff training, knowledge and skills gained during project duration						
	C- Consultancy & Research Training, Training of Trainers on Training Skills Conducted by RIPA						
	D- strategic plan						
	E- better strategic planning and development processes for other ministries, training						
	F- training on policy formulation						
	G- strategic plan development and implementation						
	H- appointment of one UNV who only managed to coordinate one workshop on quality service delivery by local govt authorities						
	I- strategic plan and development of sector mission statements						
	J- strategic plan						
	K- strategic plan development and implementation						
Q2.9	*How useful has the knowledge and skills transfer proven to be so far? Rate on a scale of 1-7: (1=very low usefulness and 7=very high level of utility)*						
A2.9	1	2	3	4.1/Q3	5	6	7
Q2.10	*How satisfied are you with the contribution of the PSRICD Project to the overall delivery of the reform agenda of your institution? Rate on a scale of 1-7: (1=very dissatisfied and 7=very high level of satisfaction)*						
A2.10	1	2	3.45/Q2	4	5	6	7
A2.11	*In practice and in your opinion, considering institutions other than your own, to what extent did resistance to change inhibit or weaken the attainment of the project objectives? Note that this question does not ask your opinion about resistance within your institution. Rate on a scale of 1-7:*						

	(1=resistance had very serious adverse effects and 7= resistance did not have a significant adverse effect)						
A2.11	1	2	3	4.4/Q3	5	6	7
A2.12	*In practice and in your opinion, considering institutions other than your own, to what extent did the existence of project champions strengthen the attainment of the project objectives? Note that this question does not ask your opinion about champions within your institution.* *Rate on a scale of 1-7:* *(1=Champions had no significant positive effect and 7= Champions had major positive effects)*						
A2.12	1	2	3.4/Q2	4	5	6	7
Q2.13	*How satisfied are you with the extent to which the Project Management structures established effective relationships with your institution? Rate on a scale of 1-7:* *(1=very dissatisfied and 7=very high level of satisfaction)*						
A2.13	1	2	3	4.0/Q3	5	6	7
Q2.14	*How could these be improved? Please provide a list of suggestions.*						
A2.14	A- Constant consultation, Learning and Skills Transfer, Reaching out to the grass root levels/devolution of powers						
	B- Further contracts e.g. mid-term reviews						
	C- Involvement of the majority of staff of beneficiary institutions						
	D- creation of focal points in beneficiary institutions, involvement of partner ministries during project design						
	E- enhanced capacity to manage the reform itself both during and after the project, proper planning and involvement of beneficiaries from planning stages, project champions in partner institutions and passionate project staff						
	F- The use of national expert to understudy project manager and take over from where she stops						
	G- regular update on project activities and meetings, use of project champions in beneficiary institutions, manage staff retention to increase focus on project efforts						
	H- only top officials were consulted on management issues and junior and middle officials ignored which do not reflect the true interest of stakeholders						
	I- proper coordination						
	J- n/a						
	K- n/a						
Section 3	**Efficiency: *Measurement of the outputs in relation to inputs***						
Q3.1	*How satisfied are you with the success of the structure and management of the PSRICD project in achieving the desired objectives and intended results for your institution? Rate on a scale of 1-7* *(1=very dissatisfied and 7=very high level of satisfaction)*						
A3.1	1	2	3.91/Q3	4	5	6	7
Q3.2	*What were the key weaknesses in the structure and management of the PSRICD project? Please list down:*						

A3.2	A- none						
	B- Political issues, papers could be signed but will they acted upon?						
	C- n/a						
	D- Duplication of roles particularly that of the project director who sits on the board and the steering committee						
	E- structures not well-defined enough between project/undp/steering committee/pmo and partner institutions, method of assessing performance was not comprehensive as shown in the weekly bulletins, non-identification of skills across the public sector to be actively involved in the project activities and not necessarily PMO						
	F- non use of national expert and knowledge transfer, lack of stakeholder involvement which [underlines] the need for project champions						
	G- lack of coordination of project activities, lack of coordination between project and beneficiaries, lack of adequate expertise e.g. National Expert, unstable leadership due to frequent changes of Project Director						
	H- no adequate consultation with stakeholders, few institutions benefited more than others and some do not benefit from the training component, only top management benefited from the project, lack of transparency [on] the extent the project can benefit stakeholders, recommendations for current and long term skills development not adequately addressed						
	I- lack of project management skills, lack of effective project champions, strategic plan was not comprehensive for the Project Coordination Unit of [our ministry]						
	J- lack of motivated focal persons in beneficiary institutions, non-provision of sitting allowances for training/workshops						
	K- n/a						
Q3.3	*How satisfied are you with UNDP support to the PSRICD project in achieving the desired objectives and intended results for your institution? Rate on a scale of 1-7 (1=very dissatisfied and 7=very high level of satisfaction)*						
A3.3	1	2	3	4	5.3/Q4	6	7
Q3.4	*What were the key weaknesses in the UNDP support to the PSRICD project? Please list down:*						
A3.4	A- None						
	B- The period for the project is very short						
	C- only short term training programs						
	D- n/a						
	E- NONE						
	F- n/a						
	G- skills gap identified in the first International Consultant/Project Manager, duplication of activities in relation to other UNDP funded projects, lack of clear defined roles between project, implementing partner and beneficiaries						
	H- no follow-up to ensure if beneficiaries adequately achieved what they were meant to achieve and disbursements to be received, most of the equipment provided by UNDP are not received or given to the intended beneficiaries						

	I- NONE						
	J- n/a						
	K- n/a						
Q3.5	*How satisfied are you with the relative reasonableness of the results attained by the PSRICD project when considered in the context of the operational and other costs incurred to achieve them? Rate on a scale of 1-7 (1=very dissatisfied and 7=very high level of satisfaction)*						
A3.5	1	2	3	4.7/Q3	5	6	7
Q3.6	*Could a different type of intervention lead to a similar result at a lower cost? (Tick as appropriate)*						
A3.6	YES (8/11-73%)			NO (3/11-27%)			
Q3.7	If Yes, How? Please provide suggestions of an alternative approach:						
A3.7	A- Decentralisation & Devolution of powers, Use of project champions at regional levels, involvement of governors and civil society groups						
	B- The consultant and staff could stay and supervise/oversee the implementation period						
	C- Project could use local resources i.e. internal resource persons for most of the trainings conducted						
	D- n/a						
	E- institutional needs assessment and situational analysis should be done at the initial stages and before setting objectives, use of internal resources to take ownership of project initiatives						
	F- project could have achieved more by using available resources in house for consultancies, the review of the rules book could have been done by the PMO, Min of Justice and Senior Civil Servants, Balanced scorecard could have been done by a local consultant						
	G- beneficiary institutions with competence to implement project components/output						
	H- n/a						
	I- use of internal expertise and capacity in sectors						
	J- none						
	K- institutionalisation of reform in budget estimates i.e. govt should provide funds for reform for sustainability						
Q3.8	*Are you satisfied that the funds were utilised as planned? Rate on a scale of 1-7 (1=very dissatisfied and 7=very high level of satisfaction)*						
A3.8	1	2	3.14/Q2	4	5	6	7
Section 4	**Sustainability: *assessment of the ability of supported activities and functions to continue after the project ends***						
Q4.1	*How satisfied are you that the outputs delivered through the PSRICD project will be sustained by national capacities after the end of the project duration? Rate on a scale of 1-7 (1=very dissatisfied and 7=very high level of satisfaction)*						
A4.1	1	2	3.45/Q2	4	5	6	7
Q4.2	*If not, why? Please explain:*						
A4.2	A- Failure of skills transfer by the project, Lack of adequate training for						

	project champions, Frequent deployment & Attrition						
	B- n/a						
	C- n/a						
	D- the scope of the project is wide and there is a need for continuous building of capacity including building capacity in project planning and development, ministries do not have project planning skills						
	E- high dependency on consultancies, non-transfer of knowledge and skills, lack of identification of projects and their training to further project achievements in their respective institutions, implementation of gaps assessed did not rest with the institutions cutting across regional levels						
	F- lack of national expert, lack of project champions in partner institutions, high attrition and frequent redeployment						
	G- n/a						
	H- Lack of transparency because almost all beneficiaries were not adequately informed on what package is recommended for them. Often the supervisors are asked to decide who should benefit and in most cases the wrong choice is made based on favouritism						
	I- n/a						
	J- none						
	K- none						
Q4.3	*How satisfied are you that there will be adequate funding available to sustain the functionality delivered by the PSRICD to your institution over the short, medium and longer term? Rate on a scale of 1-7 (1=very dissatisfied and 7=very high level of satisfaction)*						
A4.3	1	2	3	4.3/Q3	5	6	7
Q4.4	*How satisfied are you that the PSRICD project generated the buy-in and credibility needed for sustained impact in your institution? Rate on a scale of 1-7 (1=very dissatisfied and 7=very high level of satisfaction)*						
A4.4	1	2	3	4.5/Q3	5	6	7
Section 5	**Partnerships: *the extent to which the project brings together relevant stakeholders to achieve project objectives***						
Q5.1	*How satisfied are you with the impact of relationships between key partners on the attainment of the project objectives for your institution? Rate on a scale of 1-7 (1=very dissatisfied and 7=very high level of satisfaction)*						
A5.1a UNDP↔Your Institution	1	2	3	4.6/Q3	5	6	7
A5.1b UNDP↔Project Management	1	2	3	4	5.0/Q3	6	7
A5.1c Project Management↔Your Institution	1	2	3	4.6/Q3	5	6	7
Q5.2	*For your institution, did partnership and resource mobilization proceed as planned and meet project requirements? Rate on a scale of 1-7 (1=very dissatisfied and 7=very high level of satisfaction)*						

A5.2	1	2	3	4.1/Q3	5	6	7
Q5.3	How can partnerships be managed differently to provide the best possible support to the long-term civil service reform project. Please provide suggestions:						
A5.3	A- n/a						
	B- The establishment of sector wide approach, Establishment of the insurance scheme to attract more funding						
	C- Partnerships should be in a way where large scale involvement of the beneficiary institutions should be done. Also there needs to be good communication of the discussions at the project-committee level						
	D- close consultation with beneficiaries at project design stage, allowing beneficiaries [to] champion sector-specific initiatives						
	E- consulting closely with beneficiary institutions as regards implementation, early involvement of beneficiaries in the design, planning, monitoring and implementation stages						
	F- quick resource mobilisation by finance, involvement of min of finance in taking the lead to mobilise resources for the civil service reform agenda, a functional champion of civil service reform is needed and I recommend a creation of a specific Ministry of Public Service Matters and Reform						
	G- improved team work and coordination, PSC to meet regularly, composition of PSC should be members involved in project activities						
	H- Transparency should be fostered to ensure the fulfilment and implementation of project recommendations and components, stakeholders should be consulted closely and cut out the bureaucracy in the process, beneficiaries to be involved in implementation to walk around inherent problems in project implementation efforts.						
	I- n/a						
	J- n/a						
	K- none						

Space for any other information/comment
A- n/a
B- N/A
C- N/A
D- n/a
E- Project was looking at cross-cutting issues in the civil service and not sector-specific issues e.g. strategic plans were not required by min of education which already had one. A situational analysis should have been conducted for each partner institution. Min of Education was ahead of project objectives in this context. PMO did not want to take the lead in the implementation process
F- Duplication of roles/representation between steering and the board, delegation of junior staff to board and steering committee meetings, regular meetings were not held by project steering

	committee and board, balanced scorecard was the worse project initiative, the project did not stick to its original plan of handing over and transferring knowledge to a National Expert, some of the initiatives conducted by the project were not implemented by partner institutions e.g. strategic plan, balanced scorecard
G-	Project was disorganised due to poor coordination, low awareness of project activities among beneficiaries, lack of commitment among Permanent Secretaries to the PSRICD Board and Steering Committee. Not much importance was attached to the project, level of awareness on project output and activities should have been raised
H-	n/a
I-	enlargement of PSRICD Board and PSC to include all stakeholders including civil society groups and private sector, use of effective and motivated focal points in beneficiary institutions
J-	n/a
K-	none

Appendix 3: Responses to Interviews of Other Stakeholders of the PSRICD

A. Introduction

The Public Sector Reform & Institutional Capacity Development Project ran from April 2009 – December 2011. The expected outcome is a comprehensively reformed civil service that is efficient, transparent and accountable and able to design policies, implement programmes and deliver services to the citizens at national and decentralized levels. The expected outputs as outlined in the project documents include strengthening government leadership, coordination of capacity development and public sector reform, implementation of short-term strategies and measures to address critical capacity gaps and skills in selected strategic areas, provision of key public service institutions with structures, human resources and systems to enable them function effectively and efficiently and finally to lay the foundation for a comprehensive long-term Civil Service Reform with vision and strategy in place to be sustained by appropriate institutional arrangements and partnerships.

As part of the Terminal Evaluation of the Project, FJP Development and Management Consultants has been retained by the UNDP to facilitate the independent assessment of the project implementation effort. This twenty-five minute survey seeks to obtain your overall perception of the Project as an input to this process.

B. Address for responses

A physical copy of this response can be sent to:
Dr. Omodele R.N. Jones
FJP Development & Management Consultants
Christ Church Complex
Rear Elton Station
Off Sayerr Jobe Avenue
Nr Westfield Junction

An electronic response can be sent to:
admin@fjp-consulting.com

For further information on FJP, visit:
www.fjp-consulting.com

C. Information about you and your organisation

C.1 Your Organisation:						
C.2 Your sector? (**tick one only**)	PSRICD management/ Steering Ctee/ PSRICD Board	Central Civil Service	Semi-autonomous Govt Body	Private Profit-Seeking sector	Not-For-Profit sector	International Development Organisation
C.3 Do you authorise FJP to disclose the identity of your organisation in the main report?	Yes			NO		
C.4 Date this survey was completed	DD/MM/YYYY					

Key to responses:

- Q= question. A= Stakeholders' response.
- Quartiles used to evaluate responses to 7 step (1 to 7) scale questions:

Quartile	Start	End
1	0	1.75
2	1.75	3.5
3	3.5	5.25
4	5.25	7

- Values shown in grey represent the average score for a rated question (1-7) followed by the quartile within which the average is located.
- Stakeholders: identified by roman numerals I to IV. Otherwise confidential as requested in interviews.

Section 1	**Relevance/Problem Identification:** ***the extent to which the activities designed and implemented were suited to the demand, realities and priorities of The Gambia's context.***		
Q1.1	*In your opinion, through personal experience or from institutional memory, what underlying challenges and opportunities were faced by The Gambia Public Sector in the period leading to the set up of the PSRICD Project in April 2009? Please list them below (if possible by sector/ministry):*		
A1.1	I-	Shortage of skills and manpower in technical/professional areas e.g Doctors, Engineers, Lawyers, very high staff attrition rate, funding constraints to meet training needs, frequent redeployment of civil servants which causes inconsistency, lack of focus and affects succession planning	
	II-	[We] had no representation in country at the time and as such did not participate in the design stages	
	III-	Acute human capacity and skill gaps; inadequate institutional capacities in policy formulation and strategic planning; inability to attract and retain skilled, qualified and professional staff; inadequate public service delivery systems, procedures and tools; inadequate public service delivery accountability.	
	IV-	Delay in receiving Spanish funds from HQ, CO reprofiling exercise and recruitment of new staff to oversee project, delay in setting up the cabinet mandated Public Service and Institutional Capacity Development Board charged with the responsibility to strengthen government leadership and spearhead the civil service reform process, delay in getting feedback from beneficiary institutions in terms of [deploying] UNVs and [receiving] comments on reports, recruitment of competent project staff and consultants	
Q1.2	*Are you aware of the Public Sector challenges and opportunities identified by the PSRICD project design? Did you read or reliably learn of the contents of the Project Planning Document? (Tick as appropriate below)*		
A1.2	YES (3/4 -75%)	NO (1/4 -25%)	
Q1.3	*Did the challenges and opportunities identified by the PSRICD adequately cover the issues you or your institution identified in A1.1 above? (Tick as appropriate)*		
A1.3	YES (3/4 -75%)	NO (0/4 - 0%)	DON'T KNOW (1/4 -25%)
Q1.4	*What gaps did you identify between the project identification of challenges and opportunities and your own perception of the issues? List down your remarks:*		
A1.4	I-	None	
	II-	No representation	

	III-	Prudent prioritisation and sequencing of activities and or issues to be addressed/identified was not given early attention, inadequate evidence-based situation analysis and mapping of the results framework (baselines and targets) to enable assessment of achievement or lack thereof in addressing the issues identified.					
	IV-	Developing and maintaining the necessary human and institutional capacities. [Need to] explore and implement different approaches in filling critical managerial and professional positions in the civil service, in a sustainable manner. [There is] attractive remuneration in the private sector and public enterprises [that] continues to attract trained civil servants. [There is] need for stronger Government leadership and ownership of the reform process. Public service reforms are normally long-term and costly ventures. Thus resource mobilisation efforts should have and should be intensified by government to allow smooth continuation of activities and appropriate institution or system set up to consolidate gains made in this project. [There is need to] make greater use of best practices and lessons from countries that have successfully implemented reform processes. [Better] counterparts arrangements in institutions with UNVs should have been identified to ensure skills transfer to nationals to continue works started by UNVs. Greater efforts [are needed] to train and ensure skills transfer from Capacity Development Advisor to a national expert or team of experts at PMO level.					
Q1.5	*How would you assess the relevance of the actual challenges and opportunities identified by the PSRICD to the overall needs of The Gambia Public Service? Rate on a scale of 1-7:* *(1= very low relevance and 7=very high relevance)*						
A1.5	1	2	3	4	5.75/Q4	6	7
Section 2	**Effectiveness: *the extent to which the project has achieved its intended outputs and objectives***						
Q2.1	*How familiar are you with the objectives or proposed solutions set by the project for The Gambia Public Service? Rate on a scale of 1-7:* *(1= very low awareness and 7=very high knowledge of the detailed objectives/solutions)*						
A2.1	1	2	3	4	5	6.0/Q4	7
Q2.2	*In your opinion, in theory, to what extent did the project objectives/solutions address the challenges or opportunities that you identified in A1.1 above? Rate on a scale of 1-7:* *(1=very low matching of solution to problem and 7=very high matching of solution to problem)*						
A2.2	1	2	3	4.8/Q3	5	6	7
Q2.3	*How satisfied are you with the contribution and involvement of your*						

	institution to the development of the project objectives/solutions? Rate on a scale of 1-7: *(1=very dissatisfied and 7=very high level of satisfaction)*						
A2.3	1	2	3	4	5	6	7
Q2.4	*How would you assess the overall usefulness of the project objectives/solutions to The Gambia Public Service? Rate on a scale of 1-7:* *(1=very low usefulness and 7=very high level of utility)*						
A2.4	1	2	3	4	5.25/Q4	6	7
Q2.5	Please list down the intended outputs/objectives for your institution that have been met by the project:						
A2.5	I-	Development of a strategic plan, development of recruitment policy, revision of the rule books, training of public service commission members and civil servants, development of a balanced scorecard, capacity gap assessment					
	II-	Raise awareness of the need to improve capacities and accountability in government structures, improve identification, project cycle and planning of local policies. Monitoring, registering and evaluation (a long way to go). The final goal for the donor is to reinforce local capacities to run local policies to reach the Paris Declaration principles and objectives and the sooner the better.					
	III-	Implementation of short-term strategies and measures to address critical capacity gaps and skills in selected areas, to lay the foundation for a comprehensive long-term civil service reform. Vision and strategy in place to be sustained by appropriate institutional arrangements and partnerships					
	IV-	Establishment of a public service and institutional capacity development board in the Office of the President to strengthen government leadership and spearhead the civil service reform process. Provision of short-term technical expert through the [provision] of International UNVs. Capacity development mapping exercise of all on-going and planned capacity building interventions conducted. Develop and implement a communication and sensitization strategy. An assessment for identification of key capacity gaps in key institutions requiring immediate attention. Revision of relevant outdated civil service documents/rules (GO, FI, PSC regulations, PSC Act, Civil Service Code of Conduct). Development and validation of long-term strategic plans for 10 government institutions. Relevant trainings conducted for various categories of civil servants in IT, Strategic management and policy formulation.					
Q2.6	*Please list down the intended outputs/objectives for your institution that have NOT been met by the project:*						
A2.6	I-	Balanced scorecard not in use.					

	II-	It is a process and we have not reached the maturity point to collaborate for Gambia's development in terms of budget support. More technical assistance is needed and internal procedures, monitoring and definition of indicators, reliable statistical data, management capacities and accountability still have to improve a lot.
	III-	strengthening government leadership and coordination of capacity development and public sector reform. Provision of key public service institutions with structures, human resources and systems to enable them function effectively and efficiently.
	IV-	Design and implement a MIDAS Migration for Development-programme to address some of the gaps identified. Put in place a Token Programme. Resource mobilisation and partnership building to ensure establishment of basket funding mechanism to ensure continuity of project activities. Skills transfer to nationals both at the level of capacity development advisor and international UNVs. Identification of UNDP comparative advantage in the civil service reform strategy based on lessons learnt from project and best practice from other countries. A greater pool of trained Trainers and national training institutions identified and equipped with the requisite skills to continue training post project. Setting up of CSR [Civil Service Reform] authority to continue with project activities, identification of CSR champions to advocate in targeted institutions.

Q2.7	*How satisfied are you with the quality of expertise/service provided by the activities of the Project Management structures activities to the beneficiary institutions? Rate on a scale of 1-7:* *(1=very dissatisfied and 7=very high level of satisfaction)*						
A2.7a-Project management	1	2	3	4.3/Q3	5	6	7
A2.7b-PMO	1	2	3	4.3/Q3	5	6	7
A2.7c-Board	1	2	3.5/Q3	4	5	6	7
A2.7d-Steering Committee	1	2	3.8/Q3	4	5	6	7
A2.7e-Consultants	1	2	3	4	5.25/Q4	6	7

Q2.8	*List the concrete successes in policy formulation, advice and coordination that have been achieved by the PSRICD Project for the beneficiary institutions (if possible, list successes by sector/ministry):*	
A2.8	I-	Training in policy formulation and process. Creation of project monitoring units in ministries and development of a strategic plan for ministries.
	II-	Don't know
	III-	Government has begun to show strategic leadership and coordination of the reform and capacity development initiatives. In addition, a Permanent Secretaries forum on civil service reform has been institutionalised. A comprehensive

	and fully costed long-term CSR Programme (2012-2015) has been designed and effectively used for resource mobilisation. Coordination and harmonisation of development partners interventions. Capacity filling strategy through use of UNVs whose contribution and advice has benefited recipient institutions.						
	IV- Establishment and operationalisation of a cabinet mandated board. Development and implementation of strategic plans which is now a requirement by ministry of finance in the allocation of annual budgets. Development of useful policy documents to continue with CSR reform process (revised GO, FI, etc, capacity assessment and mapping of CSR). Provision of increased awareness and leadership of the reform process by government. A report on setting up a joint donor basket funding mechanism to implement the CSR Strategy						
Q2.9	*From your interactions with project beneficiaries, how useful has the knowledge and skills transfer proven to be so far? Rate on a scale of 1-7: (1=very low usefulness and 7=very high level of utility)*						
A2.9	1	2	3	4.3/Q3	5	6	7
Q2.10	*How satisfied are you with the contribution of the PSRICD Project to the overall delivery of the reform agenda of the project beneficiary institutions? Rate on a scale of 1-7:* *(1=very dissatisfied and 7=very high level of satisfaction)*						
A2.10	1	2	3	4.5/Q3	5	6	7
A2.11	*In practice and in your opinion, considering institutions other than your own, to what extent did beneficiaries demonstrate a sense of support and ownership of project activities towards the attainment of the project objectives? Note that this question does not ask your opinion about resistance within your institution.* *Rate on a scale of 1-7:* *(1=very low sense of support and ownership and 7= very high sense of support and ownership)*						
A2.11	1	2	3.3/Q2	4	5	6	7
A2.12	*In practice and in your opinion, considering institutions other than your own, to what extent did the existence of project champions strengthen the attainment of the project objectives? Note that this question does not ask your opinion about champions within your institution.* *Rate on a scale of 1-7:* *(1=Champions had no significant positive effect and 7= Champions had major positive effects)*						
A2.12	1	2.8/Q2	3	4	5	6	7
Q2.13	*How satisfied are you with the extent to which the Project Management structures established effective relationships with your institution? Rate on a scale of 1-7:* *(1=very dissatisfied and 7=very high level of satisfaction).*						
A2.13	1	2	3	4.3/Q3	5	6	7

Q2.14	How could these be improved? Please provide a list of suggestions.						
A2.14	I-	n/a					
	II-	The real relationship was between [our organisation] and UNDP but I think they did their best. It could have been better if we had been here from the very beginning.					
	III-	Key is the commitment and obligation for the appropriate representatives of institutions to attend stipulated meetings (especially the project steering committee and Board). Over delegation of administrative staff [is] to be avoided as it delays decision-making. [There is a need to] tackle the laissez-faire attitude and embrace civil service reform as a cross-cutting responsibility and not to be viewed as a PMO [responsibility].					
	IV-	n/a					
Section 3	**Efficiency: *Measurement of the outputs in relation to inputs***						
Q3.1	*How satisfied are you with the success of the structure and management of the PSRICD project in achieving the desired objectives and intended results for project beneficiary institutions? Rate on a scale of 1-7 (1=very dissatisfied and 7=very high level of satisfaction)*						
A3.1	1	2	3	4.3/Q3	5	6	7
Q3.2	*What were the key weaknesses in the structure and management of the PSRICD project? Please list down:*						
A3.2	I-	n/a					
	II-	Continuous changes of heads of departments in the civil service, lack of clear defined indicators, lack of local commitment in terms of [national] budget to sustain the momentum in the long run.					
	III-	Membership of the project steering committee and Board appeared to be the same especially for Permanent Secretaries. This creates fatigue and eliminates the division of roles and checks and balances between the technical arm (steering committee) and the policy/strategic direction (Board). A parallel PMU not embedded within PMO structure was counter-productive to effective coordination, implementation and ownership of the project. The natural tendency was for the PMO to rely on the PMU for project coordination and implementation.					
	IV-	n/a					
Q3.3	*How satisfied are you with external partner support to the PSRICD project in achieving the desired objectives and intended results for project beneficiary institutions? Rate on a scale of 1-7 (1=very dissatisfied and 7=very high level of satisfaction)*						
A3.3	1	2	3	4	5.0/Q3	6	7
Q3.4	*What were the key weaknesses in the external partner support to the*						

	PSRICD project? Please list down by partner if possible:						
A3.4	I-	n/a					
	II-	AECID did its part financing through UNDP. The lack of presence in the country has been a concern but it is left with AECID HQ to evaluate this kind of support where [it does] not implement directly.					
	III-	None.					
	IV-	Lack of strong commitment and ownership of beneficiary institutions. Delay in getting feedback/comments on reports produced by project. Delay or non response in filing UNVs. Irregular meetings of project board and steering committee and inconsistency in members' attendance.					
Q3.5	*How satisfied are you with the relative reasonableness of the results attained by the PSRICD project when considered in the context of the operational and other costs incurred to achieve them? Rate on a scale of 1-7* *(1=very dissatisfied and 7=very high level of satisfaction)*						
A3.5	1	2	3	4.7/Q3	5	6	7
Q3.6	*Could a different type of intervention lead to a similar result at a lower cost? (Tick as appropriate)*						
A3.6	YES (3/4 – 75%)				NO (1/4 – 25%)		
Q3.7	*If Yes, How? Please provide suggestions of an alternative approach:*						
A3.7	I-	Use of internal resources/capacity, use of effective and motivated project champions.					
	II-	Yes, there is always a better way for intervention. Inflation in UN projects is always a key issue due to the intermediation costs and consultants tariffs. Same money well managed with local costs and procedures in an accountable manner would yield more.					
	III-	Establishing a civil service reform unit within the PMO with PMO staff to drive and coordinate implementation of a holistic national CSR Agenda.					
	IV-	N/a.					
Q3.8	*Are you satisfied that the funds were utilised as planned? Rate on a scale of 1-7* *(1=very dissatisfied and 7=very high level of satisfaction)*						
A3.8	1	2	3	4	5.7/Q4	6	7
Section 4	**Sustainability:** ***assessment of the ability of supported activities and functions to continue after the project ends***						
Q4.1	*How satisfied are you that the outputs delivered through the PSRICD project will be sustained by national capacities after the end of the project duration? Rate on a scale of 1-7* *(1=very dissatisfied and 7=very high level of satisfaction)*						
A4.1	1	2	3	4.0/Q3	5	6	7
Q4.2	If not, why? Please explain:						

A4.2	I-	n/a					
	II-	budget constraints					
	III-	Weak institutional coordination and collaboration is not conducive for sustainability. Weak strategic planning and performance measurement culture provides room for losing sustainability of results so far generated. Human capacities in the civil service need to be retained, attracted and motivated over a long period of time.					
	IV-	n/a					
Q4.3	*How satisfied are you that there will be adequate funding available to sustain the functionality delivered by the PSRICD to project beneficiary institutions over the short, medium and longer term Rate on a scale of 1-7 (1=very dissatisfied and 7=very high level of satisfaction)*						
A4.3	1	2	3.5/Q3	4	5	6	7
Q4.4	*How satisfied are you that the PSRICD project generated the buy-in and credibility needed for sustained impact in project beneficiary institutions? Rate on a scale of 1-7 (1=very dissatisfied and 7=very high level of satisfaction)*						
A4.4	1	2	3.5/Q3	4	5	6	7
Section 5	**Partnerships: *the extent to which the project brings together relevant stakeholders to achieve project objectives***						
Q5.1	*How satisfied are you with the impact of relationships between key partners on the attainment of the project objectives for your institution? Rate on a scale of 1-7 (1=very dissatisfied and 7=very high level of satisfaction)*						
A5.1a UNDP↔Your Institution	1	2	3	4	5	6.0/Q4	7
A5.1b UNDP↔Project Management	1	2	3	4	5.7/Q4	6	7
A5.1c Project Management↔Beneficiaries	1	2	3	4	5.0/Q3	6	7
Q5.2	*For your institution, did partnership and resource mobilization proceed as planned and meet project requirements? Rate on a scale of 1-7 (1=very dissatisfied and 7=very high level of satisfaction)*						
A5.2	1	2	3	4.7/Q3	5	6	7
Q5.3	*How can partnerships be managed differently to provide the best possible support to the long-term civil service reform project. Please provide suggestions:*						
A5.3	I-	involving beneficiaries actively in design stages and implementation. Conduct thorough situational analysis of beneficiaries before developing solutions/objectives.					
	II-	To adopt a model of administration with new Information Technologies which [requires] BIG investment. Divide programmes into pieces for different partners and beneficiaries.					

	III-	Active dialogues by/of the institutionalised permanent secretaries forum on civil service reform. Resuscitate the Board in charge of civil service reforms to quicken decision-making on civil service reform related policies. Prudent mobilisation of political and financial commitment at all levels to sustainably implement the long-term CSR Programme.
	IV-	Increased leadership and ownership of the reform process by government. Increase identification, engagement and use of champions to advocate for the civil service reform process. Government to intensify efforts to reach out to partners and greater efforts made to mobilise resources both domestically and internationally.

Space for any other information/comment	
I-	none
II-	n/a
III-	A need for a donor coordination group on public/civil service reforms in The Gambia to generate coherence, harmonisation and collaboration. Representation of the private sector and NGOs on the Board should be emphasised to improve on public service accountability and citizen participation. The Cabinet retreats institutionalized provide a great opportunity for civil service performance reviews, measurement and management- with the sector/ministry specific strategic plans as the reference point.
IV-	n/a

Appendix 4: Introduction letter issued by PSRICD to Stakeholders

REPUBLIC OF THE GAMBIA

PERSONNEL MANAGEMENT OFFICE

An efficient Civil Service

NEW ADMINISTRATIVE BUILDING
THE QUADRANGLE
BANJUL

C37/293/01/Part II/(30) 11th April 2012

To:

The Permanent Secretary	-	Office of the President
The Permanent Secretary	-	Personnel Management Office
The Chairman	-	Public Service Commission
The Director-General	-	Management Development Institute
The Commissioner-General	-	Gambia Revenue Authority
The Permanent Secretary	-	Ministry of Finance & Economic Affairs
The Permanent Secretary	-	Ministry of Basic & Secondary Education
The Permanent Secretary	-	Ministry of Health & Social Welfare
The Permanent Secretary	-	Ministry of Local Government & Lands
The Auditor General	-	National Audit Office
The Permanent Secretary	-	Ministry of Agriculture
The Permanent Secretary	-	Ministry of Youth & Sports
The Permanent Secretary	-	Ministry of Information & Comm. Infrastructure

From: **Dawda D. Fadera**
Permanent Secretary – PMO/PSRICD Project Director

Subject: **Confidential Stakeholder Opinion Survey**

We are writing to inform you that an independent consultant- FJP Development & Management Consultants - will be conducting a stakeholder opinion survey on the just concluded Public Sector Reform & Institutional Capacity Development Project (PSRICD). The survey will facilitate the terminal assessment of the PSRICD, as well as provide useful information on experiences and lessons learnt.

In this regard, this office is seeking your kind participation in the survey by accommodating representatives of FJP, who will be approaching you for assistance. FJP is a professional firm selected for its international experience, integrity and quality of work. They are required to exercise the strictest care and confidentiality in the use of survey data and we hope that you will give your cooperation as a contribution towards this common objective.

Thank you for your usual cooperation and support.

TEL: (220) 4228 607
NRS: (220) 4223251
FAX: (220) 4223 813
FAX: (220) 4202 086
E-Mail: PMO@QANET.GM
NRS@GAMTEL.GM

Appendix 5: Schedule of Documents Received from the PSRICD

DOCUMENT NO.	*DOCUMENT TITLE*
1	PSRICD Project Document
2	Civil Service Reform Programme 2012-2015
3	PSRICD Project at a Glance (background implementation Performance – way forward and future considerations)
4	Programme for Accelerated Growth & Employment (PAGE) 2012 – 2015 (3 docs)
5	PSRICD Project Board Minutes
6	PSRICD Project Steering Committee Minutes
7	Annual Progress Report 2009
8	Annual Progress Report 2010
9	Annual Progress Report 2011
10	Quarterly Progress Reports (Jan-Dec 2010)
11	Annual Work Plan 2009
12	Annual Work Plan 2010
13	Annual Work Plan 2011
14	Report on the Feasibility of a National Health Insurance for the Civil Service
15	Advantages and Disadvantages of a Human Resource & Institutional Capacity Development Authority (2 docs)
16	Capacity Development Mapping Exercise
17	Mid-Term Review – PSRICD Project
18	Revised & Regulatory Instruments of The Gambia Public Service (Appendix A – G)
19	The Legal & Regulatory Framework of The Gambia Public Service
20	Report on the formulation of Strategic Planning Tools and Capacity Development for key Government Institutions

DOCUMENT NO.	*DOCUMENT TITLE*
21	PRSP Document
22	Balance Score Card Report
23	Strategic Plans: - Personnel Management Office Public Service Commission Ministry for Local Government & Lands Ministry of Finance & Economic Affairs Ministry of Information and Communication Infrastructure Ministry of Agriculture Ministry of Health & Social Welfare National Audit Office Gambia Revenue Authority Ministry of Youth & Sports
24	Capacity Gap Assessment Reports: - Ministry of Local Government & Lands Management Development Institute Ministry of Finance & Economic Affairs Ministry of Agriculture Personnel Management Office Public Service Commission National Audit Office

DOCUMENT NO.	*DOCUMENT TITLE*
	Ministry of Health & Social Welfare Gambia Revenue Authority Ministry for Basic & Secondary Education (Administrative Cadre & Levels 7 – 11) (5 docs)

Appendix 6: Approach & Methodology: An outline of FJP's Proprietary SEPI© - Structured Evaluation of Programme Impact

A6. Our Approach to the Assignment

A6.1 Methodology

Our evaluation exercise will be consultative and participatory, with a combination of desk reviews, analyses and interviews. The desk review of documents has commenced after the receipt of a comprehensive schedule of documents (see Appendix 3).

We have designed a semi-structured interview guide for *beneficiaries* i.e. relevant ministries, departments and agencies. That guide is shown at Appendix 1. We consulted with PSRICD management during the development of this guide and incorporated comments from the same in the final version. The interviews commenced on Monday 16 April. To support the work of our field interviewer (one support consultant) we prepared an introductory letter which was submitted to PSRICD for its consideration. That letter was approved and formed the basis of communication from PSRICD to all stakeholders (beneficiaries, funders and project management) that is shown at Appendix 2. A suitably adapted interview guide is to be developed for funders and the project management team (latter including the steering committee, Board and project manager). We were requested, during the inception meeting with the project manager, to consider including the interview of the general public. We expressed the opinion that this is beyond the current scope and budget allocated to this evaluation as it would entail a significant extension to the time required for the assignment and the consultant resources devoted to the same.

Wherever feasible, a seven step quantitative scale has been deployed, in the interview guide, to permit the quantitative analysis and ready comparison of the perceptions of beneficiaries. This is complemented by appropriate provision for qualitative details. The questions have been designed to provide reasonable triangulation (verification checks) of responses through the use of multiple questions to address a single issue.

The questions in the interview guide correspond to the five primary objectives utilised in the "Objectives & Scope" (see section 1.1.2) of the terms of reference (TOR). These are:

- **Relevance**: the extent to which the activities designed and implemented were suited to priorities and realities
- **Effectiveness**: the extent to which the project has achieved its intended outputs and objectives.
- **Efficiency:** measurement of the outputs in relation to the inputs.
- **Sustainability:** assessment of the ability of supported activities and functions to continue after the project ends.
- **Partnerships:** the extent to which the project brings together relevant stakeholders to achieve project objectives.

This will permit the analysis of the project utilising the structure required by the TOR. Wherever desirable, the specific questions of the TOR under each objective have been incorporated into the interview guide. The TOR questions have also been augmented by the consultants where necessary, through the addition of new questions to permit the assessment of impact.

In addition, the headings and questions have been reconciled to our SEPI© evaluation methodology as shown in the next section.

A6.2 FJP's Proprietary Evaluation Methodology – Structured Evaluation of Programme Impact (SEPI©)

In addition to providing an assessment of the project using the structure required by the TOR, we shall deploy SEPI© which was developed and deployed, in 2011, by our CEO in response to perceived challenges in the evaluation of development programmes.

SEPI© will review the full programme cycle from design to implementation and learning for improved design. The SEPI© method has been reconciled with the Primary Objectives of the Terms of Reference and was found to be appropriate (see Appendix 4).

Our SEPI© directed programme cycle approach to the evaluation enables the consultants to draw reasonable conclusions about the **likelihood of impact** given the evidence presented by the PSRICD. On the basis of that assessment of **likelihood**, we are able to identify useful lessons and assess the effectiveness of inter-organisational relationships.

It is important to note that SEPI© provides, for each beneficiary, the consultants' judgement of the probability or likelihood that (a) the field evidence sighted and (b) the programme cycle processes observed could have resulted in a change or impact that meets the goals of the programme. For example, a 50% (fifty percent) SEPI© rating is **not stating** that only half of the programme goals were met. **It is indicating that**, on the basis of the evidence and processes sighted, there is a 50:50 chance that the planned programme impact may be achieved i.e. the goals may, indeed, have been attained over the two and a half year period, but the evidence available suggests that the likelihood of this being the case is evenly balanced.

In applying SEPI©, the consultants will rate the following four sets of questions for beneficiary. These questions chronologically span the entire programme cycle from design (Questions A & B), to implementation planning (Questions C to D(iv)), through field implementation (Question D(v)), to learning (Question D(vi)). This covers the programme cycle reporting and assessment points of:

- input (resources applied),
- output (results),
- outcome (what was achieved by the results in the short term) and
- impact (the full contextual difference made to the capacity of beneficiaries)

as shown in **Error! Reference source not found.** below.

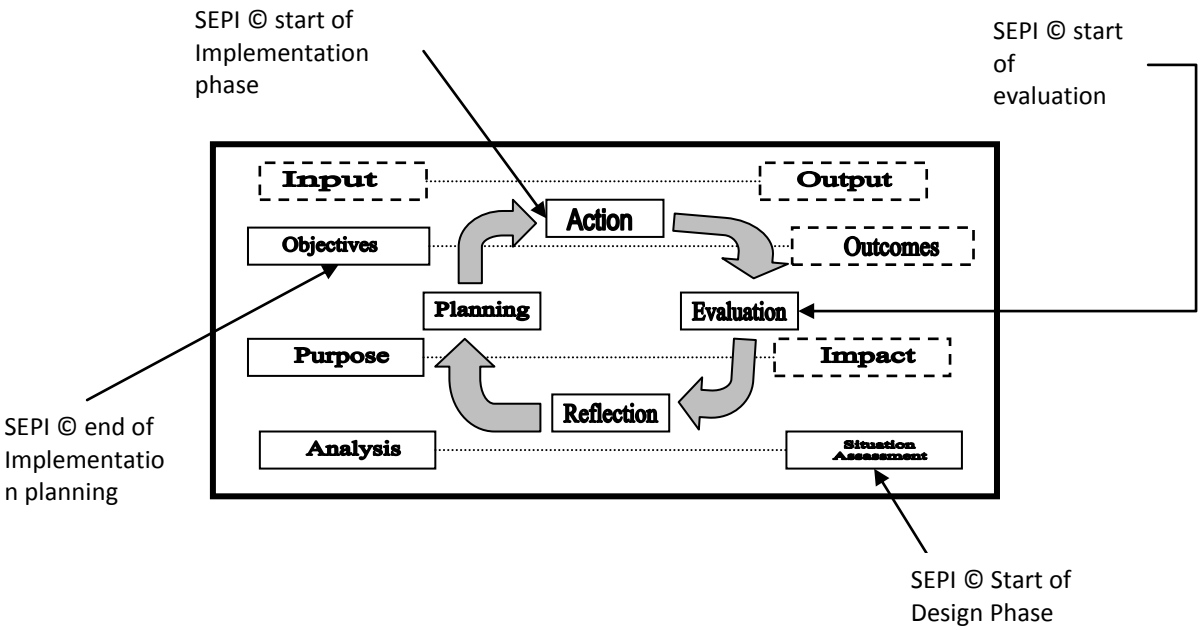

Figure 1: From Inputs to Impacts - A Not For Profit Sector "Programme Cycle"

In developing our assessment of the likelihood of impact of the PSRICD, we will seek to reconfirm the reports of central management information systems and M&E systems with evidence from our field interviews. Field evidence will therefore be combined with a review of the management information systems of the implementing entity. The objective of the review of the management information systems will be to assess the extent to which there is evidence that the PSRICD applied best practices throughout the programme cycle, from design through to learning. Those best practices are reflected in the four sets of SEPI© questions. The identification of best practices are based on a synthesis of consulting experience, consultants' research[2] and academic literature[3] on the factors that are essential to making programme and strategic interventions work.

SEPI© is scored out of 100 and is subject to a judgemental assessment, based on the evidence sighted, regarding the likelihood that the combination of field evidence and the programme systems and processes deployed by the project management and the beneficiaries would have resulted in adequate impact in relation to their stated programme goals.

Our evaluation weights for the SEPI evaluation are:

[2] Omodele Jones, DBA (Doctorate in Business Administration) Thesis 2012 on the role of culture in national competitiveness, Edinburgh Business School, Heriot Watt University, United Kingdom
[3] See Roberts & MacLennan, "Making Strategies Work", Edinburgh Business School & Roberts, Wallace & McClure, "Strategic Risk Management", Edinburgh Business School. http://www.ebsglobal.net/programmes/

FJP Evaluation Component	Sub-component	Brief description	% Weighting in the Evaluation
A		Well designed & congruent objectives	9
B		Objectives grounded in environmental analyses	9
C		Implementation plan linked to environment issues	9
D	i.	PIs congruent with objectives	6
D	ii.	PIs sufficient in scope and coverage	6
D	iii.	PIs reasonably measurable	6
D	iv.	PIs measured/proxied at start of implementation	9
D	v.	PIs used to direct decision making and control of implementation	34
D	vi.	Evidence of structured self evaluation of the full programme by project management and beneficiaries prior to consultants' work.	12
		Total	**100%**

Table 3: FJP's Structured Evaluation of Programme Impact (SEPI©)

Roughly half of the SEPI© evaluation is allocated to programme design and implementation planning (A to D(iv)). The other half is allocated to programme implementation and learning (D(v) to D(vi)). This reflects the reality that the best implemented programme will have limited impact if the prior research and design was faulty. Equally, a well planned programme will fail of implementation capacity is wanting. In such situations, there is likely to be an enhanced likelihood of strategic drift.

Strategic drift is a risk that all organisations face when they cannot deliver their intended strategic or programme objectives because they have no means of monitoring their progress. Having made the decision to seek a particular programme goal, the organisation then has to implement its decisions. In this process a high level of strategic risk attaches to the entity. This risk arises from a beneficiary's ability or inability to implement its chosen programme strategy. It is also influenced by the way changes in the external environment make the success of the chosen programme goals more or less likely.

These internal and external factors create the potential for strategic drift as the organisation itself, unwittingly, moves away from what it set out to achieve, or as the partners' external environment moves it away from its goals.

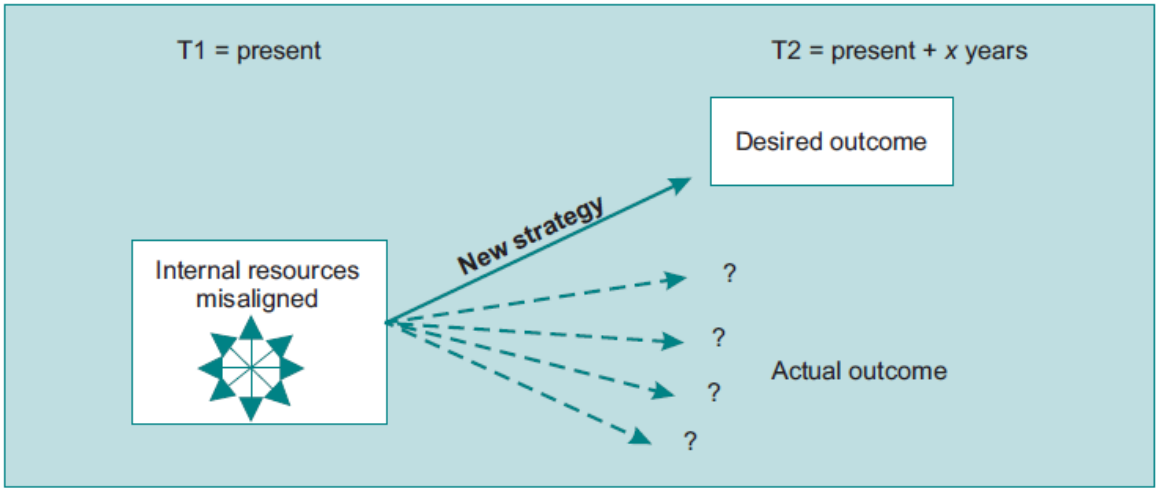

Figure 2: Strategic Drift caused by problems in internal planning and/or implementation capacity

Strategic drift arises when an organisation fails to meet its objectives. It is not part of the evolution of the organisation as it sets new objectives to build on achievements. Rather it can reflect the inability of an organisation to hit a current objective owing to the inappropriate use of internal resources as shown in **Error! Reference source not found.**. It can also result from a failure to realise that a programme objective no longer holds value because of a failure of management information systems in constantly monitoring the uncertainty surrounding the external environment. This is illustrated in **Error! Reference source not found.**.

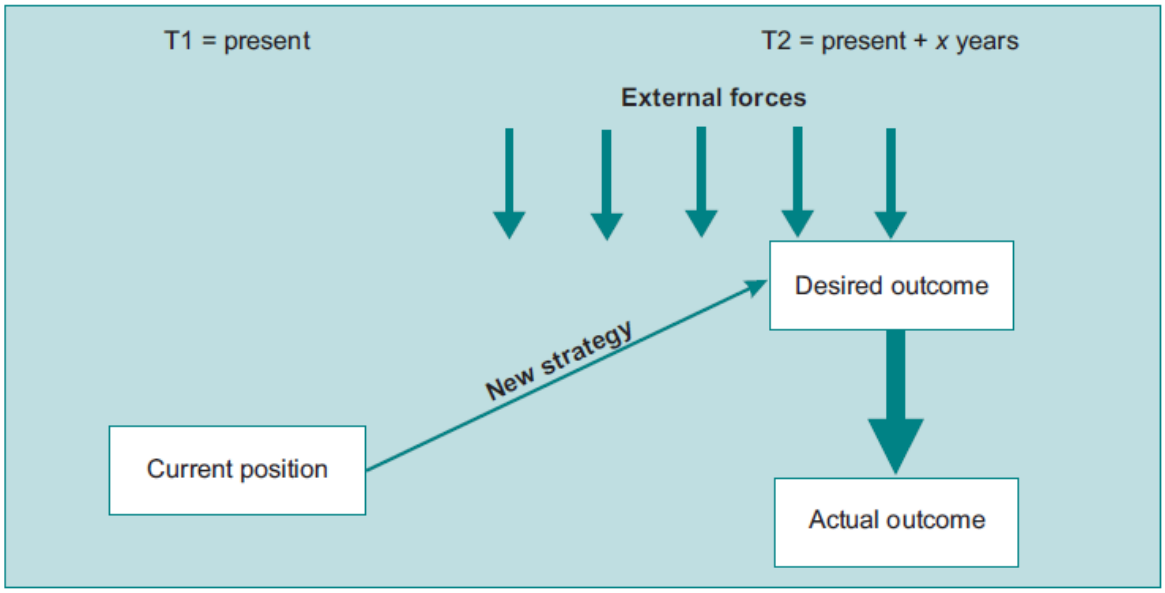

Figure 3: Strategic Drift caused by failure of management information systems to track and learn from uncertainties in the external operating environment of a programme

The SEPI© framework thus seeks to assess the implications of the evidence provided by the consultants' field work when combined with the evidence of the planning, implementation capacity, risk and programme monitoring systems of the project management and the beneficiaries of the PSRICD. The

combined evidence provides a basis for the assessment of the likelihood that the beneficiary will have attained its programme goals i.e. the likelihood that it would have gained its planned impact on organisational capacity.

SEPI© ratings utilise a scale:

- Major Improvement Needed (up to 1/3rd of available score);
- In Transition to Adequate systems (up to 65% of the available score)
- Adequate[4] systems are in place (at least 2/3rd or 66% of available score);
- In transition to Excellence[5] in systems (above 2/3rd or 66% of the available score)
- Excellence in systems (full available score).

For example, on D (v) the maximum available score was 34 points, which emphasises the importance of evidence of the use of performance indicators in the day to day direction and control of the implementation of programmes. A Score of up to 11 points would represent that Major Improvements are required. A rating of 22 points would indicate satisfactory systems that provide reasonable assurance of programme impact. An assessment of 34 points would indicate demonstrably excellent systems that provide robust assurance of programme impact within the limits of current knowledge and practice. The choice to require the SEPI ratings to add up to 100 is to provide a readily understandable measure that is also associated with probability measures.

It is reiterated that it would be difficult for any external evaluator to provide absolute assurance of the impact of a programme. There will always be knowledge asymmetries between programme managers, beneficiaries and any external assessor, where the asymmetry works in favour of the programme manager and the beneficiary. However, by identifying the presence or absence of certain systems and processes (as required by SEPI©) an informed and experienced professional judgement can be made of the *likelihood* that the systems and processes, when combined with the field evidence gained by the consultants, actually can provide assurance of programme impact. SEPI© is thus based on a combination of (a) academic and practitioner techniques that are associated with the enhancement of the impact of strategic programme interventions and (b) the quality of the experience of the evaluator.

[4] Adequate -this is consistent with basic international practices at the productivity frontier of the sector – evidence of operational efficiency.

[5] Excellence - this is evidence of superior organisational competencies that may be difficult for other organisations to copy and may represent sources of long-term competitive advantage.

Appendix 7: Reconciliation of SEPI© to the Primary Objectives of the TOR

Primary Objective of the Terms of Reference	Related to SEPI© Phase #	Description of the SEPI© Phase
• **Relevance:** the extent to which the activities designed and implemented were suited to priorities and realities	A B	Were the objectives unambiguously stated and internally consistent each with the other? Were the environmental analyses sufficiently detailed to provide an understanding of the need for the objectives and the nature of potential enablers and blockers?
• **Effectiveness:** the extent to which the project has achieved its intended outputs and objectives.	D	Were the performance indicators (PIs): vii. congruent with the objectives? viii. sufficient in scope to fully report on the attainment of the objectives? ix. reasonably measurable? x. reasonably captured and measured in a baseline survey or other timely baseline data source? xi. subject to regular and timely management reporting for decision making, direction and control during the lifetime of the programme? xii. readily measurable and reported in the present time to provide a basis for impact assessment?
• **Efficiency:** measurement of the outputs in relation to the inputs.	Ditto	Ditto
• **Sustainability:** assessment of the ability of supported activities and functions to continue after the project ends.	C	Did the implementation strategy clearly define tactics to harness the enablers and to mitigate the potential obstacles? Were the tactics successful in practice?
• **Partnerships:** the extent to which the project brings together relevant stakeholders to achieve project objectives.	A to D	Lessons were drawn from each step of the SEPI© process.

Appendix 8: Review of the Project Attainments relative to its Annual Work Plans

Summary of Variances from Work plan

Work plan for year:	Output	Ref.	Description	Remarks
2009	Government strategic leadership and coordination of capacity development and public service reform strengthened	N/A	Positive variance: A training programme in IT outside the targets was launched for 10 beneficiary institutions	There were no negative variances – all activities were delivered. 100% delivery of activities.
2009	Short-term development for capacity gaps	2.3.1	Provide seed resources to fast track the introduction of new systems and processes aimed at improving operational efficiency in the public service	Negative variance. 1 of 8 activities not delivered – 13%
2009	Enhancement of Public Service Institutions	3.1.1	Conduct functional reviews and institutional capacity assessment in key Departments of State and holding of workshop to validate results	Negative variance. 1 of 9 activities not delivered – 11%. In addition, The review and revision of services rules, GO, FI, PSC Regulations are still pending approval by cabinet.
2009	Long-term vision strategy in place			Nil variance. All activities delivered.
2010	Government Leadership and Coordination of capacity Development and Public Service Reform strengthened			Under this output all activities have been achieved (100%). However it is noted from the annual report that Board Meetings have not been regular during this period.
2010	Short-term strategies and measures to address critical capacity gaps and skills selected strategic areas implemented	2.2.2	Strategies to gap-fill developed and implemented - Put in place a Token programme in collaboration with UNDP	Negative variance. 2 of 8 activities not delivered – 25%.
2010	Short-term strategies and measures to address critical capacity gaps and skills selected strategic areas implemented	2.3.1	Introduction of new systems and processes fast-tracked and operational efficiency improved - Provide seed resources to fast track the introduction of new systems and processes aimed at improving operational efficiency in the public service	Ditto
2010	Key public service institutions provided with structures,	3.1.1	Conduct functional reviews and institutional capacity assessment in	Negative variance. 3 of 9 activities not

Work plan for year:	Output	Ref.	Description	Remarks
	human resources and systems to enable them function effectively and efficiently		key Departments of State and holding of workshop to validate results	delivered – 33%.
2010	Key public service institutions provided with structures, human resources and systems to enable them function effectively and efficiently	3.2.1	Conduct human resource(skills and competencies audit) survey and holding of workshop to validate results-including development of a National Skills Policy	Ditto
2010	Key public service institutions provided with structures, human resources and systems to enable them function effectively and efficiently	3.4.4	Develop training/orientation materials and disseminate and set up mechanisms for sustained production and reviews of level of compliance	Ditto
2010	Comprehensive long-term vision and strategy in place and sustained by appropriate institutional arrangement and partnerships	4.2.1	Set up a partnership framework between government and development partners to support a sustained public service reform process	Negative variance. 1 of 4 activities not delivered – 25%. Activity 4.2.1 was in motion but not finalized for the creation of a basket fund.
2011	Government Leadership and Coordination of capacity development and public service reform strengthened	1.1.1	Quarterly progress reports annual progress report, meeting minutes and monitoring and evaluation reports	There were no negative variances – all activities were delivered. 100% delivery of activities.
2011	Short-term strategies and measures to address critical capacity gaps and skills in selected strategic areas implemented	2.1.1	recruit UNVs in collaboration with UNDP	Placed 9 out the targeted 15 UNVs
2011	Ditto	2.1.2	Placement of experts through MIDAS Programme in collaboration with IOM	Programme failed to start due to shortness of remaining implementation period.
2011	Key public service institutions provided with structures, human resources and systems to enable them function effectively and efficiently	3.1.1	Review of GO, FI, PSC Regulations	Done – but not yet implemented.
2011	**Comprehensive long-term vision and strategy in place and sustained by appropriate institutional arrangements and**	4.1.1	Consultancy for a broad-based partnership framework developed to secure long-term funding for reform measures	Comprehensive long-term CSR program (2012-2015) designed and

Work plan for year:	Output	Ref.	Description	Remarks
	partnerships			used for resource mobilisation, coordination and harmonisation of development partners' interventions.

Detailed Annual Review:

Output 1/2009 Workplan	**Government strategic leadership and coordination of capacity development and public service reform strengthened**
Output targets	**Activities**
1.1 Public Service Reform & Capacity Development Board established in Office of the President	1.1 Establishment and operation of the Capacity Development Board
	1.1.2 Provision of short term technical experts
	1.1.3 Undertake a feasibility study on the creation of a Human Resource and Institutional Capacity Development Authority
1.2 Tools developed to enhance government coordination role and evidence-based policy setting role	1.2.1 Conduct a capacity development mapping exercise of all on-going and planned capacity building interventions
	1.2.2 Put in place a database on on-going and planned capacity building interventions
	1.2.3 Develop and implement a communication and sensitization strategy
1.3 a PMU established	1.3.1 Operations of PMU staff and procurement of equipment
1.4 Project Monitored & Evaluated	1.4.1 Conduct regular monitoring and carry out a mid-term assessment of project

All activities were achieved under this output. A training programme in IT outside the targets was launched for 10 beneficiary institutions for 13 permanent secretaries/DPS and Heads of Institutions in MS Office and 17 IT Specialists in Computer Repairs, Troubleshooting, Database Management and Administration by Nifty ICT Solutions.

2009- Output 2	**Short-term development for capacity gaps**
Output targets	**Activities**
2.1 Critical capacity gaps for short-term action identified in selected strategic areas in key government entities	2.1.1 Conduct an assessment for identification of key capacity gaps in key institutions requiring immediate attention
	2.1.2 Establish profiles of available critical skills and match

2009- Output 2	Short-term development for capacity gaps
	gaps with existing profiles
2.2 Strategies to gap-fill developed and implemented for these key government entities	2.2.1 Design and implement a MIDAS Migration for the Development-programme to address some of the gaps identified
	2.2.2 Put in place a token programme in collaboration with UNDP
	2.2.3 Put in place a UNV Programme in collaboration with UNDP
2.3 Introduction of new systems and processes fast-tracked and operational efficiency improved	2.3.1 Provide seed resources to fast track the introduction of new systems and processes aimed at improving operational efficiency in the public service
2.4 Skills of middle-level staff upgraded and senior managers vested with strategic management skills	2.4.1 Provide on-the-job training for middle-level cadre to assist in acquisition of critical new competencies and assume new functions
	2.4.2 Provide short-term training to senior managers in strategic management and policy formulation

Under this output all targets have been achieved and reported on except Target 2.3 which brings the need to examine the status of this target

2009- Output 3	Enhancement of Public Service Institution
Output Targets	**Activities**
3.1 Public Service functional review and institutional capacity assessment undertaken and results validated	3.1.1 Conduct functional reviews and institutional capacity assessment in key Departments of State and holding of workshop to validate results
3.2 A Public Service Human Resource (skills and competencies audit) survey conducted	3.2.1 Conduct human resource (skills and competencies audit) survey and holding of workshop to validate results-including development of a National Skills policy
	3.2.2 Support implementation of key proposals from functional reviews and skills audit
3.3 Capacity of the PMO and PSC enhanced in human resources management and coordination through overseas training in various fields	3.3.1 Train PMO/PSC staff in the following areas: staff inspection (3 staff for 12 weeks at GIMPA); Organization & Methods (2 staff, 6 weeks each in UK)
	3.3.2 Strengthen records management capacity through training and logistic support
3.4 The body of rules, regulations and other administrative provisions governing the functioning of the public service reviewed and updated	3.4.1 Establish a review team comprising AG Chambers, PMO, PSC to undertake review of functions of PMO and PSC
	3.4.2 Review of PSC Act and Section 174 of Constitution, prepare report and make recommendations
	3.4.3 Recruit consultant to review and revise GO, FI, PSC regulations, PSC Act, Civil Service Code of Conduct
	3.4.4 Develop training/orientation materials and disseminate and set up mechanisms for sustained production and reviews of level of compliance

All activities under this output have been achieved and reported on except activity 3.1.1. The review and revision of services rules GO, FI, PSC Regulations are still pending approval by cabinet.

2009- Output 4	Long-term vision strategy in place

2009- Output 4	**Long-term vision strategy in place**
Output targets	**Activities/Achievements**
4.1 A comprehensive long-term vision and strategy developed	4.2.1 Set up a partnership framework between government and development partners to support a sustained public service reform process
4.2 Broad based partnership framework developed to secure long-term funding for reform measures	4.2.2 Set up of a basket fund mechanism to secure long-term funding for reform process

Under this output all activities have been achieved

General Comments On Annual Workplan 2009

The PSRICD completed the recruitment of the project staff and setting up of the PMU. The PSC and PSRICD Board were set up and are currently operational. Partnerships were established with different stakeholders (public and private institutions) to enhance success in the implementation and a broader coverage of key strategic activities.

In addition a total of 40 members form the initial 10 beneficiary institutions composed the project task force to serve as main focal points for the coordination of public service reform activities. This includes the PMO task force members who are supporting the development of the implementation of the project.

Summary of Constraints on the 2009 Annual Workplan

It is however important to note that the PSRICD was designed to be executed for a period of four years from 2007 to 2011 but for several reasons the project only started in 2009. This gives the project an involuntary pressure to execute and deliver their planned activities and outputs for the year. This delay was envisaged to have direct consequences in the overall project implementation which was thought to have the possibility of extension far from 2011.

Also considering that the project is a pilot-experience, with limited funds, that shows a strategic approach prioritizing and solving critical capacity development constraints in the Gambia Public Service which many government institutions wanted to be part of the project beneficiaries and very difficult for the project funds to accommodate these demands.

Workplan January-December 2010

2010 - Output 1	**Government Leadership and Coordination of capacity Development and Public Service Reform strengthened**
Output Targets	Activities
1.1 Public Service Reform & Capacity Development Board established in Office of the President	1.1.1 Establishment and operation of the Capacity Development Board
	1.1.2 Provision of short-term technical experts
	1.1.3 Study tours and exposure visits to selected countries
	1.1.4 Undertake a feasibility study on the creation of a Human Resource & Institutional Capacity Development Authority
1.2 Tools Developed to enhance government coordination role and evidence-based policy-setting role	1.2.1 Conduct a capacity development mapping exercise of all on-going and planned capacity building interventions
	1.2.2 Put in place a database on on-going and planned capacity building interventions
	1.2.3 Develop and implement a communication and

2010 - Output 1	**Government Leadership and Coordination of capacity Development and Public Service Reform strengthened**
	sensitization strategy
1.3 A PMU established	1.3.1 Operations of PMU staff and procurement of equipment
1.4 Project Monitored & Evaluated	1.4.1 Conduct regular monitoring and carry out a mid-term assessment of project

Under this output all activities have been achieved however it is noted from the annual report that Board Meetings have not been regular during this period.

2010 - Output 2	**Short-term strategies and measures to address critical capacity gaps and skills selected strategic areas implemented**
Output Targets	Activities
2.1 Critical capacity gaps for short-term action identified in selected strategic areas in key government institutions	2.1.1 Conduct an assessment for identification of key capacity gaps in key institutions requiring immediate attention
	2.1.2 Establish profiles of available critical skills and match gaps with existing profiles
2.2 Strategies to gap-fill developed and implemented	2.2.1 Design and implement a MIDAS Migration for Development-programme to address some of the gaps identified-UNV Programme
	2.2.2 Put in place a Token programme in collaboration with UNDP
	2.2.3 Put in place a UNV Programme in collaboration with UNDP
2.3 Introduction of new systems and processes fast-tracked and operational efficiency improved	2.3.1 Provide seed resources to fast track the introduction of new systems and processes aimed at improving operational efficiency in the public service
2.4 Skills of middle-level staff upgraded and senior managers vested with strategic management skills	2.4.1 Provide on-the-job training for middle-level cadre to assist in acquisition of critical new competencies and assume new functions
	2.4.2 Provide short-term training to senior managers in strategic management and policy formulation

All activities under this output have been achieved except activities 2.2.2 and 2.3.1 during this period.

2010- Output 3	**Key Public Service Institutions Provided with capacity enhancements**
Output Targets	Activities
3.1 Public Service functional review and institutional capacity assessment undertaken and results validated	3.1.1 Conduct functional reviews and institutional capacity assessment in key Departments of State and holding of workshop to validate results
3.2 A Public Service Human Resource (skills and competencies audit) survey conducted	3.2.1 Conduct human resource(skills and competencies audit) survey and holding of workshop to validate results-including development of a National Skills Policy
	3.2.2 Support implementation of key proposals from functional reviews and skills audit
3.3 Capacity of the PMO and PSC enhanced in human resources management and coordination through overseas training in various fields	3.3.1 Train PMO/PSC staff in the following areas: staff inspection (3 staff for 12 weeks at GIMPA); Organization & Methods (2 staff, 6 weeks each in UK)

2010- Output 3	**Key Public Service Institutions Provided with capacity enhancements**
	3.3.2 Strengthen records management capacity through training and logistic support
3.4 The body of rules, regulations and other administrative provisions governing the functioning of the public service reviewed and updated	3.4.1 Establish a review team comprising AG Chambers, PMO, PSC to undertake review of functions of PMO and PSC
	3.4.2 Review of PSC Act AND Section 174 of Constitution; prepare report and make recommendations
	3.4.3 Recruit consultant to review and revise GO, FI, PSC Regulations, PSC Act, Civil Service Code of Conduct
	3.4.4 Develop training/orientation materials and disseminate and set up mechanisms for sustained production and reviews of level of compliance

All activities under this output were achieved but activity 3.1.1, 3.2.1 and 3.4.4

2010- Output 4	**Comprehensive long-term vision and strategy in place and sustained by appropriate institutional arrangement and partnerships**
Output Targets	Activities
4.1 A comprehensive long-term vision and strategy developed	4.1.1 Develop a long-term strategy and vision
	4.1.2 Elaborate a road map for development of strategy
4.2 Broad based partnership framework developed to secure long-term funding for reform measures	4.2.1 Set up a partnership framework between government and development partners to support a sustained public service reform process
	4.2.2 Set up of a basket fund mechanism to secure long-term funding for reform process

Activity 4.2.1 was in motion but not finalized for the creation of a basket fund.

Annual Workplan 2011

2011- Output 1	**Government Leadership and Coordination of capacity development and public service reform strengthened**
Targets	**Activity**
1.1 A PSRICD Board, PSC and PMU strengthened and functional and Communication Strategy Implemented	1.1.1 Quarterly progress reports annual progress report, meeting minutes and monitoring and evaluation reports

All activities in this output are achieved but the risks assumptions are that the irregular meetings of the PSRICD Board could have led to lack of strategic leadership and non-coordination of the reform process which is compounded by the frequent changes in senior management of key institutions according the 2010 annual report on the project. Over the period 2 out of the 4 planned quarterly meetings of the PSRICD Board were held and 3 held for the PSC mainly due to competing key national activities namely the election period and Cabinet retreat held in November and December respectively.

Although the project recorded some significant achievements in setting government leadership to own and drive the reform agenda, the PSRICD Board taking the lead in coordinating and monitoring the civil service reform policy and implementation, weak institutional capacities in resource mobilization, coordination and collaborative efforts for public service reform still exist.

2011- Output 2	**Short-term strategies and measures to address critical capacity gaps and skills in selected strategic areas implemented**
Target	**Activity**
2.1 Capacity gaps strategy implemented	2.1.1 recruit UNVs in collaboration with UNDP
	2.1.2 placement of experts through MIDAS Programme in collaboration with IOM
	2.1.3 recruitment of middle, senior and junior staff trained and skills upgraded

Under this output the project placed 9 out the targeted 15 UNVs to fill critical gaps in beneficiary institutions (5 national and 4 international). Expert placement through the MIDAS programme was stemmed at this point given the near end of the project implementation period.
207 out of the planned 250 civil servants were trained and skills upgraded and direct hands on skills in ICT, office management and policy analysis were gained and appreciated.

2011- Output 3	**Key public service institutions provided with structures, human resources and systems to enable them function effectively and efficiently**
Target	**Activity**
3.1 Regulatory Framework Reviewed and Systems and processes established	3.1.1Review of GO, FI, PSC Regulations,

Under this output the Financial Instructions and Budget Management and Accountability Act have been finalized and Strategic plans developed in beneficiary institutions except Ministry of Basic Education.

Output 4	**Comprehensive long-term vision and strategy in place and sustained by appropriate institutional arrangements and partnerships**
Target	**Activity**
4.1 Long-term funding secured and a basket funding mechanism set up	4.1.1 Consultancy for a broad-based partnership framework developed to secure long-term funding for reform measures

Under this output a comprehensive and fully costed long-term CSR program (2012-2015) has been designed and effectively used for resource mobilization, coordination and harmonization of development partners interventions. The project through the PSRICD Board has engaged in assisting government to engage key donors and other stakeholders for a joint donor basket funding mechanism to implement this $6million long-term CSR Programme.

Space for Your Notes