

TERMINAL EVALUATION OF THE PROJECT

**“SUPPORT TO IMPROVED VOTER AND CIVIC EDUCATION FOR THE
2011 PRESIDENTIAL AND 2012 NATIONAL ASSEMBLY ELECTIONS”**

CONSULTANCY REPORT MAY 2014

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1. INTRODUCTION

1.1 UNDP Electoral Support in The Gambia

The Gambia first benefited from UNDP Electoral Assistance in 1996, when it held the elections that facilitated the transition from military to civilian rule. Thereafter, Advisory Services and Operational Support were provided to the Independent Electoral Council (IEC) for the 2001/2002 and 2006/2008 Electoral Cycles, and support continued under Outcome 3 of the 2007-2011 UN Development Assistance Framework (UNDAF).

UNDAF Outcome 3 is aimed at enabling “Economic and Political Systems utilize transparent, accountable, participatory and inclusive decision making processes at national and decentralized levels”. The UNDP Country Programme Document was formulated to consolidate the gains registered from previous support to the IEC. The 2007/11 UNDAF specifically envisaged “Strengthening key governance institutions, sustainable and transparent electoral processes and systems to sustain democratic principles, transparency and credibility of the electoral system,” and for that, UNDP expanded the 2006 programme to include the enhancement of the role of Civil Society in Elections under the project entitled “Support to the Electoral Process in The Gambia, 2006-2008” within the Framework of a UNDP, EC and DfID Joint Donor Basket Fund.

Attempts to secure another Basket Fund, in response to The Gambia Government’s request for UN support for the 2011/2012 Elections cycle was unsuccessful. The previously contributing Development Partners were concerned that issues they raised about the electoral environment and the relatively low level of involvement by key stakeholders, especially Political Parties, were not properly addressed on time. In order to reinforce the commitment stipulated in the UNDAF and CPD to assist in The Gambia’s democratic development and demonstrate a positive approach to the government’s request, UNDP went it alone and formulated and funded the project entitled “Support to Improved Voter and Civic Education for the 2011 and 2012 Presidential and National Assembly Elections.” The Project was a limited intervention premised on one of the recommendations of the Needs Assessment Mission (NAM) fielded by the Electoral Assistance Division (EAD) of the UN Department of Political Affairs (DPA). An approach to separately support the Voter and Civic Education Campaigns of the IEC and NCCE respectively was adopted with a view to retaining the entry points already established with the two organisations that have central roles in the deepening of democratic practices in The Gambia.

1.2 The Project Objectives

According to the Project Results and Resources Framework, the Support to Improved Voter and Civic Education for 2011 and 2012 Presidential and National Assembly Elections Project had the following two Intended Outputs:

1. Improved Voter Education Awareness by supporting the IEC to have an institutional communications strategy that could restore good communications and collaboration with the Media, Inter-Party Advisory Committee (IPAC), and CSOs. The indicators were the independence of the IEC as perceived by the electorate; and voter education messages that met internationally accepted standards delivered nationwide.

2. Enhanced Civic awareness on Citizens Rights and Responsibilities by supporting the NCCE to ensure that citizens are well informed and knowledgeable about basic democratic principles, democratic values and political institutions and for Youth and Women to become more active political participants. The indicator was that NCCE actively take part in the electoral process.

1.3 Scope of the Terminal Evaluation

This evaluation was commissioned to determine, among other things, the relevance, effectiveness, efficiency, impact and sustainability of the UNDP project entitled "Support to Improved Voter and Civic Education for 2011 and 2012 Presidential and National Assembly Elections Project". The project was completed in 2012 and as required by UNDP, all parties involved in the project were consulted and each participated at every critical step of the evaluation process including development of the evaluation plan. The evaluation was designed to assess the extent to which the interventions were able to achieve the project objectives, and to assess the efficacy of the strategies employed in terms of lessons learned and experiences gained for the purposes of internalizing knowledge generated or feed into the formulation of future Electoral Support. According to the Terms of Reference (ToR Annex 1), the first deliverable of the Terminal Evaluation was an Inception Report detailing the Methodology or Evaluation approach to be used for the assignment. The Inception Report (Annex 2) was submitted on April 4th 2014.

The expected outputs of the terminal evaluation are as follows:

1. Qualitative and quantitative assessment of progress made towards the achievement of the intended objectives;
2. Qualitative and quantitative assessment of relevant outputs;
3. A rating of the relevance of the objectives and outputs;
4. Assessment of the strengths, weaknesses, opportunities and threats as well as possible future partnerships for resource mobilization.

2. METHODOLOGY

The generic survey research design was adopted with emphasis put on the participatory techniques that included Focus Group Discussions (FGD), in-depth interviews, as well as structured observations. Extensive review of relevant documents was also undertaken both before and during the evaluation process.

As proposed in the Inception Report, a combination of qualitative and quantitative techniques was used in carrying out the evaluation. First, an extensive review of documents was undertaken, and this continued even as the data collection proceeded. Preliminary consultations were also held with the UNDP Project Team to plan out strategies.

Field Visits and FDGs using Stratified Sampling to select twenty members in each group (stratum) were conducted in all the seven Administrative Areas (strata) of the Country. To reduce bias, representatives of the Community Leadership, Political Parties as well as Youth and Women organizations were selected as members in each group. A desk review of the Annual Work Plans, Budgets, Combined Delivery Reports and Activity Reports submitted by the IEC and NCCE was also carried out.

2.1 Data Collection Process

During the Data Collection Phase, the Consultant held consultations with representatives of the Independent Electoral Commission (IEC), National Council for Civic Education (NCCE), UNDP; and had interviews with some members of the Inter-Party Advisory Committee, the CSO Coalition on Monitoring and Elections Observation, and other Key informants.(Annex 3 Work plan)

Primary data were collected mainly via the administration of a Questionnaire (Annex 4) to conduct In-depth Interviews and Focus Group Discussions of two to three hours duration. FDGs were held in Banjul, Kanifing Municipality, Brikama, Basse, Jangjangbureh, Mansakonko, and Kerewan. (Annex 5 Schedule of FGD).

Secondary data were collected from IEC, NCCE, UNDP and CSO Coalition documents (Project Activity Reports and Press Releases etc).

Opportunities were also created for the triangulation of data with UNDP and other stakeholders before the evaluation report was finalised.

2.2 Data Analysis

Analysis of the qualitative data consisted of capturing the similarities and differences in the views and opinions expressed by the respondents, and of probing into the possible motives and reasons underlying the responses. Simple descriptive statistics (frequency counts and percentages) were used to analyse all the quantitative and qualitative data.

2.3 Challenges and Limitations

1. The following challenges were faced during the evaluation exercise: While the contract was signed on the 18th March, 2014 and 20th March, 2014, by UNDP and the Consultant respectively, for the duration March 21st to April 15th 2014, the Consultant started work only on April 10th 2014. Also, some time in the contract period was lost to a long Easter Break and a period in which key Government Officials were unavailable for meetings as they were busy with preparations for the President's annual "Meet the Peoples Tour". Although some of this period was utilised to review relevant documents and to write the Inception Report, it nevertheless impinged on the timely completion of the FDGs and In-depth Interviews
2. The evaluation was carried out at a time when the NCCE Programme Officer most closely involved with the Civic Education component was out of the country on study leave.
3. Determining project impact was particularly challenging as no impact assessment data were readily available, the Consultant had to rely on anecdotal evidence because the constraints of time and logistics did not permit such to be rigorously collected.

3. FINDINGS

3.1 Preamble

Given the wide range of questions to be answered and the need for consistency of approach, the Consultant adopted the categorization below depicting the terminal evaluation criteria, enabled the Consultant to ensure that all the relevant questions in the TORs were properly answered.

3.2 *Project relevance and appropriateness:*

This category addresses the twin issues of relevance and appropriateness of the project at the two levels of “strategy” and “project”.

- (i) Relevance and appropriateness at the strategy level: This category addressed the extent to which the design and implementation of the project are within the mandate of UNDP Gambia, and how the project tied up with UNDP’s framework of strategic support to the country, as contained in the United Nations Development Assistance Framework (UNDAF).
- (ii) Relevance and appropriateness at the project level: Analysis of the institutional framework and organisation of the project was dealt with in this category.

3.2.1 *at Strategy Level*

UNDP-The Gambia’s support is done within the United Nations Development Assistance Framework (UNDAF). The issue addressed here was whether the expected project outcomes and outputs were aligned with 2007-2011 UNDAF and UNDP Country Programme (CP) for the period.

“The UNDAF is the strategic programme framework for the UNCT. It describes the collective response of the UNCT to the priorities in the national development framework - priorities that may have been influenced by the UNCT’s analytical contribution. Its high level expected results are called UNDAF outcomes. These show where the UNCT can bring its unique comparative advantages to bear in advocacy, capacity development, policy advice and programming for the achievement of MD/MDG related national priorities”.
UNDAF Policy and Guidelines (<http://www.undp.org>).

Recent modifications to the UNDAF emphasises the following steps for UN Country Teams (UNCTs) to follow in “developing a coherent approach at country level that is relevant and responsive to country needs....”:

- A greater emphasis on **national ownership**, and identification of the added value that a coherent UNCT response can bring to national development;
- Greater flexibility to **tailor analysis** to country needs, making the CCA one of several options for strengthening country analysis;
- Clarity on the **human rights based approach, gender equality, environmental sustainability and capacity development** throughout the guidelines;
- Reflection of the Secretary-General Decision No. 2008/26 on South-South Cooperation;
- Greater clarity and resources for the use of **results-based management**;
- More information and resources on **conflict prevention** and **disaster risk reduction**;

- Better balance between social, human, environmental and economic development issues and objectives;
- Clarity about the **accountabilities** of key actors in the process, particularly the Resident Coordinator and the individuals leading the UNCT, and measures to promote harmonisation among UNCT members;
- A more inclusive approach to ensure the full engagement of **specialized** and **non-resident** agencies as well as relevant national partners in line with national priorities;
- More guidance on how to determine the **UN's comparative advantage** and shape **strategic prioritization** with linkages to regional and global commitments and development priorities.

The assessment of the relevance of the project at the Strategy Level was done within the framework of the above-mentioned guidelines and associated UNDP Gambia Country Programme Action Plan. Consideration was also given to the recommendations of the Electoral Needs Assessment Mission¹, which included the need for UNDP to “play a supportive role in efforts to create conditions conducive to the holding of credible elections in The Gambia...”

Regarding ‘national ownership’ it was noted that the project was formulated in response to a Gambia Government request. The positive albeit limited response to the request ensured that UNDP remained engaged with IEC and NCCE, i.e. both key players with vital roles in the creation of conditions conducive to the holding of credible elections. The UNDP engagement with IEC and NCCE, which also ensured the existence of an entry point for the International Community to participate in the electoral process was considered as evidence of “greater flexibility to tailor analysis and support to country needs”.

With reference to the guideline for “greater clarity and resources for the use of results-based management”, it was noted that difficulties encountered with the previous Elections Support Basket Fund warranted the need to adopt the Direct Execution (DEX) modality to ensure that all of processes, products and services contribute to the achievement of desired results (as jointly identified by IEC, NCCE, and the UNDP Project Team).

3.2.2. At Project Level

The relevance of the intervention at the project level was determined by analysing the institutional framework and organisation of the project. UNDP Country Office was the Project Executing Agency and all the activities were implemented under the Direct Execution (DEX) modality. A Project Steering Committee (PSC) to oversee the overall implementation process was established and chaired by the UNDP Resident Representative, with representatives of both the IEC and NCCE as members.

The Project started in September, 2011, i.e. one month before the first of the two elections. It covered the cost of information materials, radio and television air time, and in-country travel costs of IEC and NCCE staff involved with the Face-to-Face training sessions and other community level activities. IEC and NCCE, on their part, produced the content for the information packages and organised their effective dissemination. The project was thus specifically targeted to the Elections.

¹ DPA/EAD Report on Electoral Needs Assessment 10-18 Feb. 2011

In terms of the management and coordination of activities, the PSC provided overall guidance on project management to “ensure the quality of project outputs and that the project outputs contribute to the relevant UNDAF and UNDP Gambia Country Programme outcomes”. The IEC and NCCE retained responsibility for organization, administration and reporting of project activities.

Overall the assessment of the relevance and appropriateness of the project was confirmed by overwhelmingly high positive responses recorded in both the interviews and FDGs.

3.3. Project effectiveness:

This category comprises issues/questions that relate to the extent to which the project has produced the desired results. These include “Did the project reach its Objectives?”; “To what extent did IEC voter education and NCCE Civic education activities convey citizens’ rights and responsibilities under their respective mandates?”; “What did the project accomplish in support of the democratic elections of the President and National Assembly Members (NAMs)?”; “How confident are UNDP, CSOs and other Development Partners that the IEC and NCCE have the capacity to successfully implement the activities supported by the project?”; How has the relationship between both IEC or NCCE and the Political Parties and Women and Youth changed as a result of the project?” What was the cost-benefit of involvement/engagement with IEC and NCCE from the Development Partner Perspective?”; “What were the Strengths, weaknesses, opportunities and threats of the UNDP engagement process?”

The targets for the project were the following, to: (i) strengthen the IEC to effectively conduct voter education campaigns; and (ii) enhance the capacity of the NCCE to effectively conduct civic education. The baseline was the results of the 2006-2008 electoral cycle, which was characterized by low voter turn-out and citizens’ limited knowledge of democratic practices and their electoral rights.

Due to start-up delays the project was implemented over a period of three months, instead of the six months originally envisaged. In accordance with respective mandates, the project assisted the IEC to provide basic voter Information aimed at motivating and preparing qualified citizens to vote, including the date, time and place of voting; identification necessary to establish eligibility and mechanism for voting. The messages disseminated linked basic human rights and voting rights, the role, responsibilities and the rights of voters, the relationship between elections and democracy and the condition necessary for democratic election, secrecy of the ballot, why each vote is important and its impact on public accountability, and how votes translated into electing the President and Members of the National Assembly.

The NCCE activities supported by the project focused on the broader concepts underpinning a democratic society such as the respective role and responsibilities of citizens, government, political and special interest, the mass media and the business and non-profit sectors, as well as the significance of periodic and competitive elections. It also emphasized citizen awareness and citizen participation in all aspects of democratic society. The support for Civic Education was tied to the Elections.

The strategies adopted by both IEC and NCCE took into consideration the need to effectively reach out to the population at large and to the extent possible remove constraints impacting participation in the democratic process. The IEC messages emphasised the confidentiality or the secrecy of the vote and NCCE created awareness about the benefits of keeping each vote is secret and independent in line with Article 21 paragraph 3 of Universal Declaration of Human Rights.

To further increase the effectiveness of disseminating voter and civic education messages, the IEC and NCCE considered factors such as the prevailing high rates of illiteracy, suitability of the different media options and communication strategies available to establish and adopt the mixed approach below. Most of the media activities were socially inclusive and thus adequately catered for the different target groups including minorities and other marginalized community members.

FACE TO FACE: The meetings were organized at the community level to openly discuss issues pertaining to democracy and elections in order to build confidence and trust in the processes. This channel was found to be cheaper and suitable for reaching wider audiences in a language they understand. The sixty meetings conducted in CRR South, URR South and LRR were assessed by the FGD participants to be the most effective communication channel for disseminating Voter and Civic education messages.

DRAMA / ROLE PLAY: Drama groups were used for crowd mobilization before starting Face to Face meetings. Two Drama groups of ten members each were attached to campaign teams deployed in WCR and NBR. The drama or role-play sketches are always presented in local languages, short and wrapped in mystery and suspense. It also allows for questions to be asked at the end of the performance. The FGDs assessed the sketches presented before Face to Face meetings to be attractive to all and a powerful means of conveying persuasive messages to address sensitive issues difficult to talk about.

DISTRIBUTION OF T-Shirts and Posters: One hundred and fifty quality T-shirts with simple and concise messages clearly printed on them were also distributed as prizes to winners of Civic and Voter education quiz competitions. One hundred and fifty posters were also displayed as notices in public areas. The FDG assessed the use of T-shirts and Posters with printed messages that could last for a long time without wearing out as effective for reaching literate target groups.

MUSICAL JAMBOREES: Events were organized using local Artist playing popular traditional music interspersed with the IEC or NCCE delivery of simple but clear voter and civic education messages in local languages. Jamborees attracted a large number of people and especially youth. The FGDs assessed the channel as more entertainment than educational. It was argued that those attending could be easily carried away by the music to the extent that the essence of using music to convey voter and civic education messages is lost.

RADIO: Radio Panel Discussions and Phone-in programmes were used to reinforce community level voter and civic education activities such as Face to Face, Drama and Role Play already conducted. The FGDs assessed the use of Community Radios to be constrained by their limited coverage and unreliable broadcast schedules. Most of the Community Radio Stations could not afford to run their standby generators when electricity supplied from the grid went down.

TELEVISION: This potentially powerful communications channel offered the possibility of simultaneously delivering audio as well visual voter and civic education messages. The FGDs assessed it as having limited access and expensive. Given the non availability of nation-wide access and the erratic supply of electricity which affected its efficacy, the reported cost of D20,000 for an hour of airtime was considered very high.

NEWSPAPERS: IEC and NCCE activities, messages and Press Releases were published by the numerous Media Houses. The FGDs assessed the Print Media to be a popular but limited medium for dissemination of voter and civic education because it could only reach the literate folks.

The efficacy of different communication strategies and media used to conduct Voter and Civic education campaigns assessed above revealed that most people in the provinces got their voter and civic education knowledge from Face-to-Face meetings, followed by Musical Jamborees and Community Radios targeting the Youth. The inadequate and unreliable supply of rural-electricity was identified as the factor that reduced access to the broadcasts of Community Radios and GRTS.

Attracting people for purposes of delivering voter and civic education campaign messages in the Greater Banjul Area including Brikama (GBA) was a big challenge. The vast majority of the population reside in the GBA but the voter turn-out is lower than the provinces. The FDG agreed that in addition to Face-to-Face meetings, Musical Jamborees and Community Radios, Schools (including Madrassa) based voter and civic education campaigns targeting students in grades 7 to 12 on a continuous basis could tremendously increase voter and civic knowledge.

The Strengths, Weaknesses, Opportunities and Threats of the IEC, NCCE and UNDP engagement process were also assessed (see table below). The way forward would be a cooperation strategy aimed at consolidating the strengths of both institutions, address their weaknesses, take advantage of the opportunities and mitigate the threats.

The Independent Electoral Commission

Strengths	Weaknesses	Opportunities	Threats
Availability of well staffed offices in all administrative areas to provide timely information and voter education content.	Inadequate resources to fulfil IEC's continuous voter education mission. .	To promote voter education as a neutral intervention in the electoral process and mobilize support from otherwise reluctant partners	That the IEC is active only few months before and after elections undermines the public trust that IEC is committed to have well informed and educated voters.
Ability to maintain the Partnership with UNDP	Inability to communicate effectively and ensure the re-engagement of all key players in the elections process.	To deepen Gambian democracy by creating a stronger and more responsive partnership with political Parties, Media Houses, Development Partners, CSOs, Youth and Women groups.	Inadequate response to Development Partner concerns on issues affecting the electoral process resulting in little or no donor assistance.
Competent, experienced and dedicated staff capable of organising elections.	Inability to convince all key players of IEC commitment to conducting free and fair elections.	To revive the IPAC and institute electoral reforms that meet international best practice standards.	Election boycotts due to loss of confidence in IEC ability and willingness to create a level playing field. Perception of IEC as not being in full control of the elections process.
A biometric Voter Register easy to update.	Voter turnout data not disaggregated by gender and age group.	Increase turnout by targeting groups and locations where participation is lowest.	Low election participation rates for youth in general and male urban youth in particular. .

The National Council for Civic Education

Strengths	Weaknesses	Opportunities	Threats
Availability of suitable advocacy materials to effectively create citizen's awareness of Civic rights and responsibilities	Inadequate human and material resources to carry out continuous sensitization campaigns	To engage with CSOs, Youth and Women's groups in the quest to increase electoral knowledge and elections participation	Part of the population continues to depend on unreliable information and remain unaware of their civic rights and responsibilities.
Competent and dedicated staff able to use existing media to easily communicate with people at grassroots level	Youth and women constituting more than 60% and 50% of the population respectively were not targeted to assume leadership roles.	Take advantage of the relatively well developed community broadcast, electronic and print media, electronic to disseminate Civic Education messages.	Low youth and women participation in elections and community level decision. Inadequate and unreliable supply of rural-electricity
Well trusted and recognised as credible by key stakeholders.	The office is centralised and depends on trekking to reach the people.	To decentralise and formalise arrangements for all schools (including Madrassas) to have civic education as part of the curriculum for children age 13 and above.	Physical absence from the Regions and High operating costs.

Regarding the overall effectiveness of the project, the activity reports, questionnaire responses, interviews with Government Officials, members of the IPAC, the CSO Coalition and participants in the Focus Group Discussions (FGD) all indicated that the project partially met its objectives. Although the project contributed significantly in enabling IEC and NCCE to conduct peaceful elections and increase participation in the electoral process, it could not mitigate the decision of most opposition parties to boycott the 2012 National Assembly elections. However, no serious safety and security incidents were reported and voter turn-out increased from less than 59% in 2006 to 83% in 2011 Presidential elections. Turnout for the 2012 National Assembly Elections remained as low as in 2008. The number of spoilt ballots reduced in 2011-2012 compared to 2006-2008 i.e. evidence of increased knowledge of voting procedures.

3.4. Project efficiency:

Issues in this category are those that relate to the extent to which the project activities were implemented without wasting effort, time and money to achieve the required quality of outputs/outcomes. Questions addressed here are: "Did project management respond efficiently to new or changed demands?"; "Were project management issues identified and resolved in a timely fashion?"; "Were all project outputs achieved in a timely manner?"

The efficiency was assessed by comparing the project approved duration and budget with the actual duration and expenditure. The approved project duration was six months, from October 2011 to March 2012. The main activities of the project, i.e. Printing and distribution of T-shirts and Posters, Community level Face-to-Face meetings, Community Radios, GRTS, Traditional Communicators and Musical Jamborees were implemented within the approved period. It was not possible to compare the budget with

the actual expenditure by Implementing Agency because not only was the budget of US\$150,000 approved for the project (i.e. US\$100,000 for IEC and US\$50,000 for NCCE) not funded in full but the expenditures for Voter and Civic Education were not reported separately. (see Table below showing categories of expenditure and the cost overrun of US\$37,442 i.e. 38% in excess of the US\$91,587.00 allocated). Figures in the table below also show that 70% of the resources were spent on the 2011 Presidential Election thus leaving only 30% for the 2012 National Assembly election.

Planned versus Actual Project Expenditure

Acct	Budget Item	Planned Expenditure	Actual Expenditure			Variance
			YR 2011	YR 2012	Total	
74500	Misc. Expenses	2,372.00	367.54		367.54	2,004.46
75700	Training, workshop & Conf.	22,028.00	18,726.82		18,726.82	3,301.18
74200	Audio Visual, Print Prod. Cost	41,335.00	62,078.27	871.22	62,949.49	(21,614.49)
71600	Travel	3,335.00		4,612.66	4,612.66	(1,277.66)
72400	Comms & Audio Visual Equip	22,517.00	3,214.00		3,214.00	19,303.00
72399	Other Materials & Goods	-	7,162.06	815.52	7,977.58	(7,977.58)
72505	Stationery/Office supplies	-	1,437.51		1,437.51	(1,437.51)
72220	Furniture	-	792.86		792.86	(792.86)
73115	Moving Expenses	-		54.29	54.29	(54.29)
74410	Charges on Fin Completed Proj	-		28,896.20	28,896.20	(28,896.20)
		91,587.00	93,779.06	35,249.89	129,028.95	(37,441.95)

With regards to the FGD on project efficiency, 81% of the participants affirmed that project management responded efficiently to new or changed demands.

3.5. *Project impact:*

Questions in this category are designed to determine the extent to which the knowledge and skills gained via voter and civic education interventions have been put to use by the target groups, and the impact resulting from their use. These include such questions as: "What impact did the project have on IEC and NCCE activities in terms of improving women and youth participation in the election process?"; "What changed in terms of community dynamics as a result of IEC and NCCE activities supported by the project?"; "Is there any direct evidence that the UNDP approach has had a positive impact on the conduct of the elections?"; "Is there any evidence of improved Voter and Citizens behaviours attributable to knowledge derived from the Voter or Civic education activities of the project?"; "What were the positive and negative outcomes?"

Insufficient time, inadequate logistics, and unavailability of appropriate data did not permit a more rigorous evaluation of the project impact. Thus, impact was assessed as a measure of performance against the 2006-2008 baselines, using the anecdotal evidence from the FGDs and questionnaire responses.

The FGDs 89% of participants alluded that the project had a positive impact because it contributed to the peaceful conduct of both the Presidential and National Assembly Elections which was the most important outcome of the process. 79% attributed the improved knowledge of Voter and Civic education content and resultant behaviors to the UNDP intervention.

3.6. Project Sustainability:

Assessment in this category deals with the extent to which the achievements of the project are institutionally sustainable, and the prospects of continuation without donor support. On the whole, the evaluation has shown that the achievements of the project, i.e. the collaboration between UNDP and the Government of The Gambia to support the IEC and NCCE to deliver the requisite content for civic and voter education covering both elections was successful. However, the relatively low participation of women and youth in Leadership and high-level decision making and boycott of the National Assembly elections by some key opposition parties revealed a need to create more awareness amongst citizens in general and political parties in particular.

The evaluation also show that Voter and Civic Education networks established with Political Parties, the CSO Coalition, Media Houses, Youth and Women organisations have the potential of being sustained to a considerable extent. These networks could be strengthened and continuously utilized in the mobilization and dissemination of voter and civic education campaign messages.

Furthermore, all key stakeholders agree that civic and voter education could be delivered together and better targeted. A unified approach would not only be more cost effective by making it possible to deliver civic and voter education messages together, it could also focus the minds of the citizenry and encourage their full participation in all future elections. The resultant increase in their knowledge of democratic principles could empower youth and women to lay claim to their fair share of leadership and decision making responsibilities in CBOs, Kafos and Political Parties.

With regards to overall sustainability, less than 1% of FGD were of the view that the community engagement process adopted for the project could be implemented by IEC and NCCE authorities without project assistance.

4. Conclusions, Lessons Learned and Recommendations

4.1 Conclusions

Based on the evaluation analysis presented above, the Consultant reached the following conclusions:

- Voter and Civic Education campaigns would be beneficial if conducted together.
- The Voter and Civic Education material disseminated during the project met with international electoral standards and best practices.
- IEC and NCCE voter and civic education personnel were well trained with appreciable experience in their respective fields.
- Voter and civic education campaigns were partially successful i.e. people behaved in an orderly manner and the elections were peaceful, but only the turnout for the Presidential elections increased significantly.
- Without electoral reforms to simultaneous hold Presidential and National Assembly elections, a more comprehensive and sustained Voter and Civic education will be needed to ensure citizens appreciate the consequence of not participating in both elections.
- Youth and women remained under-represented at the highest levels of decision making in most of the Political Parties and CBOs.

4.2 Lessons Learned

- The effectiveness of IEC and NCCE voter and civic education campaigns were hampered by their absence from the field for most of the period between elections.
- That youth participation in elections is low in general and for urban male youth in particular.
- The Basket Fund created for the 2006/08 elections could not be replicated because sponsors were reluctant to support an electoral process perceived as flawed.
- Non-participation of the majority of opposition political parties in National Assembly elections puts the credibility of the IEC in question.
- Women and Youth are markedly under represented at both the Constituency and Executive or Central Committee levels of most Political Parties.
- Most Political Parties and organizations consider having Youth and Women Wing leaders as equal to putting youth and women in leadership and high level decision making positions.

4.3 Recommendations

- UNDP continue collaboration with Government and Development Partners to promote comprehensive Voter and Civic Education as a neutral intervention worthy of support.
- IEC to revive the IPAC and urgently initiate the requisite electoral reforms required to facilitate resource mobilization and be in a better position to organise elections that fully comply with international electoral standards and best practices.
- UNDP and Development Partners assist in better targeting of voter and civic education campaigns by building IEC capacity to disaggregate the voter turnout data by gender and age group.
- UNDP and Development Partners assist NCCE to run continuous civic education as well as establish a formal relationship with Ministries of Youth (Youth Parliament and Youth Ambassador Initiatives) and Basic and Higher Education to reach in and out of school youth.
- Considering that more than 60% of the population are categorised as youth and more than 50% as women, NCCE to put more emphasis on the demographics and advocate for youth and women to be adequately represented in the leadership and decision making positions of political parties, CBOs and Kafos.

5. Action Plan for follow-up

The next cycle of elections will begin in the last quarter of 2016 and the following actions are recommended for IEC, NCCE and UNDP:

- IEC to immediately revive the IPAC and initiate a process of negotiations leading to electoral reforms.
- Based on the reforms agreed with all political parties IEC to advocate for the timely promulgation of the revised Electoral Laws by October 2015 i.e. at least one year before the Presidential Elections.
- NCCE to refocus it's advocacy to put more emphasis on the desirability of having more Youth and Women in leadership and high level decision making positions in all national and community level organisations.
- UNDP to lead the mobilization of Development Partners to immediately commit to supporting a comprehensive and continuous Civic and Voter Education programme.
- UNDP to support upgrade of the IEC Voter database reporting facility to allow for the disaggregation of votes cast by gender and age-group.

ANNEX 6.1

TERMS OF REFERENCE

Job Title: National Consultant, Terminal Evaluation of the Support to Improved Voter and Civic Education for the 2011 and 2012 National Assembly Elections Project

Contract Type: Individual Contract

Application Closing Date: 5th November 2013

Start of Consultancy: 13th November 2013

Duration: 4 Weeks

1. Background:

Assistance to the electoral cycle is a key aspect of the work of the UNDP as part of its democratic governance programme. Given the highly sensitive nature of electoral support, UNDP's role as an impartial broker constitutes an important advantage in establishing trust between the requesting country, donors and other stakeholders, to ensure coordinated and effective electoral assistance. UNDP takes a partnership approach to its support to electoral systems and processes and has developed partnership arrangements with a number of national and international organisations which provide electoral assistance. Within the UN System, UNDP works closely with United Nations Department for Political Affairs (DPA) and its Electoral Assistance Division (EAD) in such areas as legal frameworks and electoral systems, boundary delimitations, electoral management design,, planning and capacity development, civic and voter education, including post-electoral assistance.

2. Brief Project Description:

In response to a note from the Government of The Gambia requesting UN assistance for the 2011-2013 electoral cycle, the UNDP Country Office facilitated a Needs Assessment Mission (NAM) from 10 to 13 February, 2011. The NAM held consultations with key stakeholders on the level and scope of support to the Gambian elections. Based on the NAM's recommendations and building upon on previous support from UNDP and other partners, a project document was formulated to strengthen voter and civic education campaigns so as to create democratic openings and improve the participation of citizens in key democratic processes such as the 2011 Presidential and 2012 National Assembly elections. The project was limited in approach and recognising the distinct mandates of the Independent Electoral Commission (IEC) and the National Council for Civic Education (NCCE), support was provided both institutions in accordance with their respective mandates. The expected outcome of the project was to enhance participation of Gambians in the electoral cycle especially among youths and women and it had two main outputs:

- Improved voter education awareness
- Enhanced civic awareness on citizen's rights and responsibilities.

Support to voter and civic education was a vital component in reinforcing the UN's commitment to assisting The Gambia's democratic development and also demonstrated a positive approach to the Government's request for electoral assistance.

Objectives:

The objective of the evaluation is to assess progress of the interventions towards achievement of project objectives and to evaluate the efficacy of the strategies employed in contributing to the achievement of the outputs as well as generate lessons and experiences that could provide inputs or feed into the formulation of future electoral support.

3. Scope of the Evaluation

The evaluation will cover all activities supported by UNDP in the project and, where appropriate, in collaboration with other development partners that have contributed to the achievement of the outputs. The evaluation is expected to generate lessons learnt, findings, conclusions and recommendations in the following areas:

- An assessment of the adequacy of the project design, including adequacy of the situational analysis and indicators for achievement of outputs/activities;
- An assessment and analysis of the outputs and outcomes: whether they have been achieved in part or full as was intended, the reason for any shortfall in their achievements and whether any unexpected results or outcomes have occurred. The evaluation should appraise their relevance to the intended overall project objectives;
- An analysis of factors within and beyond UNDP's control that influenced performance and success of the project (including the strengths, weaknesses, opportunities and threats) in contributing to the realization of the outputs;

- An analysis of whether UNDP's interventions can be credibly linked to achievement of the overall objectives, including the key outputs and assistance provided, both soft and hard as well as how the support has influenced the capacity development
- Whether UNDP's partnership strategy has been appropriate and effective including the range and quality of partnerships and collaboration developed with government, civil society, donors, the private sector and whether these have contributed to improved project delivery. The degree of stakeholder and partner involvement in the various processes related to the objectives. How can synergies be built with other projects within the UNDP Country Programme and those of other development partners (donors);
- Whether cross-cutting issues such as Gender, ICT, etc. were adequately addressed in the interventions and have contributed to the achievement of the objectives; and if not, establish the reasons for not addressing the cross-cutting issues and suggest the appropriate remedial measures to be taken into account under the next support.
- Explore whether the activities being implemented would contribute to smooth exit strategy or/and sustainability

4. Expected outputs of the Evaluation

The findings are expected to feed into formulation process for future support and provide valuable insights into the implementation of the Country Programme Action Plan.

The expected product is an evaluation report that provides findings, recommendations and lessons learned from the following:

1. A Qualitative and quantitative assessment of progress made towards the achievement of intended objectives
2. Qualitative and quantitative assessment of relevant outputs
3. A rating on the relevance of the objectives and outputs
4. Assessment of strengths, weaknesses, opportunities and threats as well as possible partnerships for resource mobilisation

It should include but not be limited to the following:

- Lessons learned concerning best practices in producing outputs and achieving the objectives
- Strategies and recommendations for exit or continued UNDP assistance towards the achievement of the objectives and
- A comprehensive action plan for follow up

5. Methodology or Evaluation Approach

The consultant may employ relevant and appropriate methods to conduct evaluations including review of documents, individual and group interviews/discussions with stakeholders and partners, field visits, use of questionnaires, etc.

6. Qualification and Experience of the consultant

The consultant must have

- a post-graduate degree in social sciences especially in political science or history or international affairs, with extensive background in evaluations and preparing high quality reports.
- The consultant should have not less than 7 years of professional experience in programme/project evaluations
- She/he should have a strong knowledge and understanding of the Electoral Decree and other related legislative acts, as well as The Gambia's electoral and recent political history.
- Knowledge of UNDP procedures and programme implementation strategies will be additional advantage

7. Evaluation timeframe

In accordance with the following timeframe, the evaluation will be undertaken over a period of 4 weeks commencing On 11th November, 2013.

	Time frame	Main Activity
1.	5 days	<ul style="list-style-type: none">• Desk Review and consultations with the Independence Electoral Commission (IEC), National Council for Civic Education (NCCE), UNDP and other key stakeholders.• Review of the project reports• Submission of a short inception report to UNDP
2.	16 days	<ul style="list-style-type: none">• Field Visits• Preparation of Reports• Presentation of draft reports, validation and production of final evaluation report

Submission of applications

Interested candidates should submit Financial & Technical proposals, one-page cover letter explaining their interest and suitability for this position, as well as an updated CV to the UNDP Country Office:

Or through email: registry.gm@undp.org, indicating 'consultancy for the terminal evaluation of the Support to Improved Voter and Civic Education for the 2011 Presidential and 2012 National Assembly Elections Projects' ' in the subject field.

Closing date for applications is Monday 1st November 2013 by 13:30pm. Any applications received after this date will not be given consideration. Only short-listed candidates will be contacted for an interview.

ANNEX 6.2

Inception Report – Consultancy for Terminal Evaluation of the Support to Improved Voter and Civic Education for the 2011 and 2012 Presidential and National Assembly Elections Project

Background:

The Project being evaluated was formulated in response to a note from the Government of The Gambia requesting UN assistance for the 2011-2013 electoral cycle and informed by a United Nations Needs Assessment Mission (NAM) from 10 to 13 February, 2011. The NAM held consultations with key stakeholders on the level and scope of support to the Gambian elections. Based on the NAM's recommendations and building up on previous support from UNDP and other partners. The project aim was to strengthen voter and civic education campaigns so as to create democratic openings and improve the participation of citizens in key democratic processes such as the 2011 Presidential and 2012 National Assembly elections. The project was limited in approach and recognising the distinct mandates of the Independent Electoral Commission (IEC) and the National Council for Civic Education (NCCE), support was provided to both institutions in line with their respective mandates. The expected outcome of the project was to enhance participation of Gambians in the electoral cycle especially among youths and women and it had two main outputs:

- Improved voter education awareness
- Enhanced civic awareness on citizen's rights and responsibilities.

Support to voter and civic education was a vital component in reinforcing the UN's commitment to assisting The Gambia's democratic development and also demonstrated a positive approach to the Government's request for electoral assistance.

Purpose of Terminal Evaluation:

To document the results of the project by carrying out a systematic and careful collection and analysis of information used for the purpose of determining the relevance, effectiveness, efficiency, sustainability and impact of the project. It is envisaged that the results of the evaluation will also be used to identify areas of the project needing change and improvement in subsequent interventions.

Scope of the Evaluation

The exercise will be an Outcome Evaluation i.e. the specific goals of the project will be identified and the degree of accomplishment of the goals documented. The evaluation will cover all activities supported by UNDP in the project and, where appropriate, in collaboration with other development partners that have contributed to the achievement of the outputs. The evaluation is expected to generate lessons learnt, findings, conclusions and recommendations in the following areas:

- An assessment of the adequacy of the project design, including adequacy of the situational analysis and indicators for achievement of outputs/activities;
- An assessment and analysis of the outputs and outcomes: whether they have been achieved in part or full as was intended, the reason for any shortfall in their achievements and whether any unexpected results or outcomes have occurred. The evaluation should appraise their relevance to the intended overall project objectives;
- An analysis of factors within and beyond UNDP's control that influenced performance and success of the project (including the strengths, weaknesses, opportunities and threats) in contributing to the realization of the outputs;
- An analysis of whether UNDP's interventions can be credibly linked to achievement of the overall objectives, including the key outputs and assistance provided, both soft and hard as well as how the support has influenced the capacity development
- Whether UNDP's partnership strategy has been appropriate and effective including the range and quality of partnerships and collaboration developed with government, civil society, donors, the private sector and whether these have contributed to improved project delivery. The degree of stakeholder and partner involvement in the various processes related to the objectives. How can synergies be built with other projects within the UNDP Country Programme and those of other development partners (donors);
- Whether cross-cutting issues such as Gender, ICT, etc. were adequately addressed in the interventions and have contributed to the achievement of the objectives; and if not, establish the reasons for not addressing the cross-cutting issues and suggest the appropriate remedial measures to be taken into account under the next support.

- Explore whether the activities being implemented would contribute to smooth exit strategy or/and sustainability.

Methods

See page 3 i.e. the draft Data Collection and Analysis Action Plan matrix showing main the evaluation questions with all the corresponding supporting questions, data source, collection methods and analysis.

Further procedure

UNDP will be responsible for printing and distribution of all drafts of report prior to Validation. With regard to the field trips i.e. the envisaged travel outside of the Greater Banjul Area for purposes of conducting Interviews and Focus Group Discussions (FGD), it would be appreciated if UNDP considers providing transport, fuel and a maximum of five days DSA for two persons including the Driver. Consultant will bear cost associated with his support Team and other expenses related organisation of the FGD.

**ANNEX 6.3
QUESTIONNAIRE**

PLEASE NOTE THAT YOU ARE NOT EXPECTED TO ANSWER ALL THE QUESTIONS!

PART 1: RELEVANCE OF THE PROJECT

1. Was the project design appropriate?

SUPPORT QUESTIONS	YES	DON/T KNOW	NO
Did the project design address identified stakeholder needs?			
Did the design provide an appropriate implementation strategy and mechanism and fit with the strategic objectives of the UNDP and Gambia Government?			
Were institutional set-up and implementation arrangements for the project appropriate?			
Did the project identify relevant risks and provide safeguards and risk mitigation measures?			

PART 2: EFFECTIVENESS OF THE PROJECT

2. Did the project reach its Goals and Objectives?

SUPPORT QUESTIONS	-----RESPONSE -----
To what extent did the IEC and NCCE Voter and Civic Education Activities convey Citizen Rights and Responsibilities under their mandates?	
What did the Project accomplish in support of the Democratic elections of the President and NAMs?	
What mechanisms, resources and materials are in place to continue support for Voter and Civic Education?	
How confident are UNDP, CSOs and other Development Partners that the IEC and NCCE have the capacity to successfully implement activities supported with assistance from the project?	
How has the relationship between IEC, NCCE, Political Parties and Women and Youth Groups changed as a result of the project?	

3. What were the Project Outcomes?

SUPPORT QUESTIONS	YES	DON/T KNOW	NO
Did Women and Youth committees meet frequently with IEC/NCCE, and Political Leaders' Representatives at the Local level?			

Did the Women and Youth have an effective input into Voter education decision making and planning processes?			
Was the process socially inclusive?			
Were poorer community members able to contribute?			
Did the communities have expectations from the project that were not met?			

4. To what extent has Improved Civic Education Management led to improvements in Voter awareness and participation?

SUPPORT QUESTIONS	-----RESPONSE----
How were Women and Youth involved in the preparing Voter and Civic Education Development Plans and Budgets?	
How did Political Parties and Women and Youth Organisations ensure that project resources, were managed Transparently, accountably and effectively?	
What difficulties (if any) did IEC and NCCE have in following UNDP financial resources management procedures?	
How effective was the Elections Monitoring provided by Election Observers?	
What was the cost-benefit of involvement with IEC and NCCE from the Development Partner perspective?	

5. What were the strengths, weaknesses, opportunities and threats of the project?

SUPPORT QUESTIONS	-----RESPONSE-----
What are the Strengths of IEC, NCCE and UNDP engagement process?	
What are the Weaknesses of IEC, NCCE And UNDP engagement process?	
What are the Opportunities of IEC, NCCE and UNDP engagement process?	

What are the Threats of IEC, NCCE and UNDP engagement process?	
Could the community including women and youth engagement process be implemented without support from UNDP and other Development Partners?	
Could the community engagement tools be “packaged” for use in other UNDP projects?	
What impact has the project had on election participation issues?	
What are the lessons learnt that contribute to UNDP’s work on voter education and women and youth participation in Presidential and NAM elections in African States?	

PART 3: EFFICIENCY OF THE PROJECT

6. How efficiently was the project managed?

SUPPORT QUESTIONS	YES	DON/T KNOW	NO
Did project management respond efficiently to new or changed demands?			
Were project management issues identified and resolved in a timely fashion?			
Were work plans realistic with achievable targets?			
Did project reports provide an appropriate level of detail to assess project performance?			
Were all project outputs achieved in a timely manner?			

7. Were project finances managed effectively?

SUPPORT QUESTIONS	YES	DON/T KNOW	NO
Were finances soundly and transparently managed and reported?			
Were there any problems in fund disbursement for project activities?			
Were budget forecasts reasonably precise?			
Does expenditure reflect value for money			

8. Were monitoring and evaluation arrangements appropriate and effective?

SUPPORT QUESTIONS	YES	DON/T KNOW	NO
Was monitoring and evaluation conducted in accordance with the agreed M&E framework?			
Were Election knowledge inputs sufficient or should there have been more ongoing Elections specialist inputs?			
SUPPORT QUESTIONS	-----RESPONSE-----		
What lessons were learned during project implementation?			
How were lessons learnt, fed back in the project and to other stakeholders?			
What arrangements were established to support continuous learning using M&E data?			

9: Were risks effectively identified and mitigated?

SUPPORT QUESTIONS	YES	DON/T KNOW	NO
Were risk management arrangements effective?			
Did the UNDP provide key stakeholders with updates on project issues and risks on an ongoing basis?			

10: Were relevant Elections and Voter education policies and plans adhered to during project implementation?

SUPPORT QUESTION	-----RESPONSE-----
What measures were taken to ensure that project was delivered in accordance with relevant GOG and UNDP, DPA/EAD and other Development Partner policies, regulations and guidelines?	

11: Were risks relating to conflict identified and treated?

SUPPORT QUESTION	-----RESPONSE-----
What measures were taken to ensure that project activities were undertaken in a conflict-sensitive manner?	

12: How effective were UNDP management and processes?

SUPPORT QUESTIONS	-----RESPONSE-----
What are examples of how UNDP DEX modality contributed to the success of the project?	
How could UNDP influence be improved over future projects?	

PART 4: IMPACT AND SUSTAINABILITY OF THE PROJECT

13: What impact did the project have on IEC and NCCE activities in terms of improving women and youth participation in the election process?

SUPPORT QUESTIONS	-----RESPONSE-----
What changed in terms of community dynamics as a result of IEC and NCCE activities?	
How effective were the conflict sensitive approaches?	
Is there any direct evidence the UNDP approach has had positive impact on the conduct of the Presidential and NAM elections?	
Is there any evidence of improved knowledge of Voter and Civic Education content and resultant behaviours attributable to the UNDP intervention?	
What were the positive Outcomes?	
What were the negative Outcomes?	

14: Can the initiatives established by UNDP be sustained post project?

SUPPORT QUESTIONS	-----RESPONSE-----
Can the community engagement process be implemented by IEC and NCCE authorities without project assistance?	
Was an organizational capacity assessment of the IEC and NCCE undertaken?	
What were the organizational capacity barriers that need to be overcome to	

support Voter and Civic Education and women and Youth participation?	
What should be improved or changed in a future Project?	

End of Questionnaire

Thank you for your assistance in this important effort.

ANNEX 6.4
FIELD VISIT Travel Itinerary
Focus Group Discussion (FGD)

Date	Departure	Arrival	Activity
10/04/2014	Kanifing 08hrs.	MansaKonko 10Hrs	FGD 11-13Hrs
10/04/2014	MansaKonko 14Hrs	Kerewan 15.30Hrs	FGD 16-18Hrs
10/04/2014	Kerewan 18.30Hrs	Farrafenni 19Hrs	Night Stop
10/04/2014	Farrafenni 08Hrs	Jangjangbureh 10Hrs	FGD 11-13Hrs)
11/04/2014	Jangjangbureh 14Hrs	Basse 16Hrs	FDG 17-19Hrs (Night Stop)
12/04/2014	Basse 10Hrs	Brikama 14.30Hrs	FGD 15.30-17.30Hrs
12/04/2014	Brikama 18.00Hrs	Kanifing 18.30Hrs	

ANNEX 6.5

TALLY OF FGD FREQUENCY COUNTS AND PERCENTAGES

Focus Area(s)/Questions	YES	NO	%YES
PART 1: RELEVANCE OF THE PROJECT			
Did the project design address identified stakeholder needs?	97	12	80%
Were the institutional set-up and implementation arrangements for the project appropriate?	103	8	85%
Did the project identify relevant risks and provide safeguards and risk mitigation measures?	5	7	.04%
PART 2: EFFECTIVENESS OF THE PROJECT			
Did the IEC Voter Education and NCCE Civic Education convey to Citizen in general and Voters in particular their Rights and Responsibilities under their respective mandates?	115	3	95%
Did the Project accomplishments e.g. IEC & NCCE Voter & Civic Education activities, contribute to the democratic elections of the President and NAMs?	106	11	87%
Did the project change the relationship between IEC, Political Parties, Women and Youth Groups?	87	23	72%
Did Women and Youth committees meet frequently with IEC, NCCE and Political Leaders' Representatives at the Local level?	48	65	40%
Was the Civic and Voter education process socially inclusive?	106	11	87%
Were poorer community members able to contribute?	76	39	63%
Did the local communities monitor the use of project resources?	15	83	.12%
Did the communities have expectations from the project that were not met?	109	3	90%
Are Community Leaders confident that they will be able to continue engaging the IEC and NCCE in the future?	112	3	93%
Did factual information received from IEC and NCCE result in knowledgeable and peaceful participation of Voters and Political Parties in Presidential and NAM Elections?	112	3	93%
Did women and youth participation in their respective Party political decision-making improve as result of project activities?	45	78	37%
Did women and Youth have effective input into Election decision making, planning and implementation of IEC and NCCE development plans?	28	79	23%
Did Voter and Civic Education Messages promote the involvement of women and youth?	98	15	81%

Focus Area(s)/Questions	YES	NO	%YES
Was the Elections Monitoring provided by Election Observers effective?	105	10	87%
Could the community engagement tools be “packaged” for use on other UNDP projects?	115	3	95%
PART 3: EFFICIENCY OF THE PROJECT			
Did project management respond to new or changed demands?	98	20	81%
Were all project outputs achieved in a timely manner?	79	26	65%
PART 4: IMPACT AND SUSTAINABILITY OF THE PROJECT			
Did the project have a positive impact on the conduct of the Presidential and NAM elections?	108	3	89%
Could the improved knowledge of Voter and Civic education content and resultant behaviours be attributable to the UNDP intervention?	88	19	73%
Could the community engagement process be implemented by IEC and NCCE authorities without project assistance?	3	115	.025%

BREAKDOWN OF THE 121 FGD PARTICIPANTS

LOCATION	FEMALE	MALE	OF WHICH YOUTH
MANSAKONKO	4	20	7
KEREWAN	2	18	4
JANGJANGBUREH	6	12	4
BASSE	6	22	6
BRIKAMA	3	11	4
BANJUL	3	8	3
KMC	1	5	0
TOTAL	25	96	28