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Mid Term Review of The Gambia CPAP 2012-2016

Final Report

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Prepared: By



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Acronyms

ADR	Alternative Dispute Resolution
AfDB	African Development Bank
AWP	Annual Work Plan
CAMS	Competency Assurance Management Systems
CBO	Community Based Organisation
CCA	Common Country Assessment
CITES	Convention on International Trade in Endangered Species
CO	Country Office
CP	Country Programme
CPAP	Country Programme Action Plan
CPD	Country Programme Document
CPI	Corruption Perception Index
CRRN	Central River Region North
CSOs	Civil Society Organisations
CWIQ	Core Welfare Indicator Survey
DHS	Demographic Health Survey
DRR	Disaster and Risk Management
ECOWAS	Economic Community Of West African States
FACE	Funding Authorisation and Certificate of Expenditure
FAO	Food and Agricultural Organisation
GAMINFO	Gambia Information Database
GAMJOBS	Gambia Priority Employment Programme
GAP	Gambia AID Policy
GBoS	Gambia Bureau of Statistics
GCCI	Gambia Chamber of Commerce and Industry
GDP	Gross Domestic Product
GEF	Global Environmental Facility
GEP	Gender and Equality Policy
GFD	Gambia Federation of the Disabled
GoTG	Government of The Gambia
GPF	Gambia Police Force
GPU	Gambia Press Union
HACT	Harmonised Approach to Cash Transfer
HDI	Human Development Index
HDR	Human Development Report
HIV/AIDS	Human Immuno-deficiency Virus/Acquired Immune Deficiency Syndrome
HRBA	Human Rights Based Approaches
ICE	Itemised Cost Estimate
IEC	Independent Electoral Commission
IGG	Inclusive Green Growth
IHS	Integrated Household Survey
IIAG	Ibrahim Index on African Governance
IPs	Implementing Partners

IUNVs	International United Nations Volunteers
LECRIDS	Low Emission Climate Change Resilient Development Strategy
LGAs	Local Government Areas
LMIS	Labour Market Information System
M&E	Monitoring and Evaluation
MADRIiD	Mainstreaming, Adaption Disaster Reduction into Development
MAF	MDG Acceleration Framework
MDGs	Millennium Development Goals
MDI	Management Development Institute
MFPs	Multi-Functional Platforms
MICS	Multiple Indicator Cluster Survey
MOFEA	Ministry of Finance and Economic Affairs
MoJ	Ministry Of Justice
MOTIE	Ministry Of Trade, Industry and Employment
MSME	Micro, Small and Medium Enterprises
MTR	Mid Term Review
NA	National Assembly
NALA	National Agency for Legal Aid
NAO	National Audit Office
NAS	National Aids Secretariat
NASS	National Agricultural Sample Survey
NCCE	National Council for Civic Education
NBR	North Bank Region
NDMA	National Disaster Management Agency
NDS	National Development Strategy
NEX	National Execution
NGOs	Non-Governmental Organisations
NHDR	National Human Development Reports
NSF	National HIV and AIDS Strategy Framework
NTA	National Training Authority
NUNVs	National United Nations Volunteers
PAGE	Programme for Accelerated Growth and Employment
PAs	Protected Areas
PAU	Policy Analysis Unit
PLHIV	People Living with HIV
PMUs	Programme Management Units
PPG	Climate Resilient Project Document
PPP	Private Public Partnership.
PPP*	Purchasing Power Parity
PRSP	Poverty Reduction Strategy Paper
PSU	Project Support Unit
RC	Resident Coordinator
RCIC	Rural Community Information Centre
SBAA	Standard Basic Assistance Agreement

SEA	Strategic Environmental Assessment
SME	Small and Medium Enterprises
SP	Strategic Plan
SWAPs	Sector Wide Approaches
TANGO	The Association of Non-Governmental Organizations
UN	United Nations
UNCT	United Nations Country Team
UNCTAD	United Nations Conference on Trade and Development
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNFCCC	United Nations Framework Convention on Climate Change
UNFPA	United Nations Fund for Population Activities
UNICEF	United Nations International Children's Fund
UNSCR	United Nations Security Council Resolution
UTG	University of Gambia
VAT	Value Added Tax
WFP	World Food Programme

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Dr Neddy Matshalaga- Team Leader
(On Behalf of the Consulting Team)

Executive Summary

Context: This report is the result of a Mid-term evaluation of The Gambia Country Programme Action Plan (CPAP) covering the period 2012-2016. The CPAP had two programme components: i) Poverty Reductions, MDGs and Environment and ii) Governance and Human Rights. It has one programme with two outcomes and nine outputs. All the two programme components shared two common outcomes: **Outcome 1:** *Capacities of institutions responsible for economic management and governance for inclusive growth that benefits women and men and evidence based policy formulation and implementation enhanced.* **Outcome 2:** *sustainable livelihood security enhanced for the disadvantaged groups through the promotion of income diversification opportunities and better management of environmental resources.* The CPAP has a total budget of USD 25.5million of which USD 17 million is from core funds while USD 7.8 million is from non-core funds.

Purpose and Scope of MTR: The broad purpose of the evaluation was to evaluate CPAP 2012-2016 results, assess the progress made to date on the implementation of outputs and judge whether the CPAP is on track or not. It also evaluates the degree to which programme components have contributed to the CPAP outcomes. The MTR will assess relevance, effectiveness, efficiency and sustainability of programmes. The MTR will assess the degree to which crosscutting issues of gender equality and women's empowerment, environmental concerns, a human rights based approach, HIV/AIDS and livelihoods have been integrated in programme design, implementation and monitoring. The strategic positioning of the UNDP will be analysed. The evaluation results will contribute towards the design of the remaining period of the programme.

Methodology: Methodological approach included review of key programme documents including key corporate documents, development of an inception report which provided the roadmap for conducting the CPAP MTR in terms of timelines, broad methodological approach and key deliverables. Comprehensive consultation of stakeholders mainly drawn from the public sector, Civil Society, Private Sector, and other selected UN Agencies including UNDP was done. Close to 30 IPs were consulted. Limitations of the evaluation included inadequate outcome indicators for the programme and a tight evaluation period of only four weeks. The challenges were however managed through the use of supportive outcome indicators drawn from national programme documents and UNDAF.

MAIN FINDINGS AND CONCLUSIONS

Performance of Implementation of the CPAP: Overall, implementation of the planned CPAP is on track, with most output results rated as on track. To a larger extent, implementation of the CPAP has contributed to significant outcome results. A review of existing outcome indicators for poverty reduction, MDGs and Environment shows pleasing results with respect to HDI, quality of public administration including budgeting and financial management. However, outcome indicators show a need for greater work in the areas of strengthening national capacities for

results oriented focus for implementing and monitoring the PAGE, ease of doing business, creating a national environment conducive to investment and building the capacities of the public sector for improved service delivery. In environment sub-component successful work has been achieved at the upstream level where supportive policies, legal frameworks and strategies have been developed. Capacities of the public sector to mainstream environmental concerns in development policies have been enhanced. At the downstream level, significant successes have been registered supporting community initiatives to manage the environment. With respect to governance, during the CPAP period, key policies which included Domestic Violence Act and the Sexual Offences Act in 2013, and an Action Plan for Implementing United Nations Resolution Security Council (UNRSC) 1325 were developed. Most recently, the Beijing Platform for Action Beijing + 20 which monitors progress on gender equality was developed. Implementation of provision of justice to the poor and vulnerable groups had outstanding achievements. However, the achievement of planned outputs results did not translate to significant outcome results. Governance rating for The Gambia remains very low. The Governance programme also appears widely spread thereby limiting effectiveness and progress towards outcome results.

Strategic Positioning: *Policy level:* For efficiency and effectiveness of programme delivery, the environment programme should have a separate programme unit from the poverty and MDGs programme where it is currently managed from. For greater effectiveness and efficiency UNDP should consider revising the current CPAP design with two common outcomes to 3 programme outcomes explicitly aligned to UNDP SP priorities and national development priorities (PAGE 2012-2015). *Strategic Programme Level:* The MTR suggests a leaner programme for Governance and Human Rights which can address urgent development issues to include corruption. Suggested program design could focus on i) building on the current legislative provisions to support the establishment of an independent institution responsible for combating corruption. ii) Strengthening oversight governance institutions: Independent Electoral Commission (IEC), National Audit Office (NAO) and National Assembly (NA), iii) Supporting the Women's Bureau to operationalize a plethora of gender equality policies and legislative provisions. The selection of planned interventions should strengthen synergies within the governance programme.

Programme Management and Coordination: UNDP CO responded positively to the recommendations of the Terminal Evaluation of the previous CPAP (2007-2011) to improve synergy between programme units. This has also been extended to improved synergy between programme units and operations. The current structures (Outcome Groups and CPAP Governing Board) in place for monitoring implementation of CPAP are a good practice. There is need for the CO to work towards operationalising the UNDP corporate gender equality strategy 2014-2017 and capacity strengthening of both IPs and UNDP staff on a results based approach to programme design, implementation management, monitoring and evaluation. The current M&E is very effective to track progress on activities and outputs by IPs. There is however room for strengthening the system to embrace stronger results based approach. UNDP has played an important role in contributing to Delivering as One. UNDP chair the UNCT group for implementing UNDAF. A joint HIV and AIDS programme was implemented in partnership with UNAIDS and UNICEF. There were fewer Joint programming initiatives during the period under

review. However the results of the MTR indicated improved planning for joint programme delivery with three projects in the pipeline which had reached advanced stages of planning.

1. Introduction

1.1 Background Context to the CPAP 2012-2016

UNDP and UNCT Programming Tools: The United National Development Programme (UNDP) assistance to the Government of The Gambia is governed by the Standard Basic Assistance Agreement (SBAA) that was signed between the two parties on 24th February 1975. Since then, the UNDP has provided development assistance to the Government of The Gambia. In 2012, the Government of The Gambia and UNDP signed a Country Programme Action Plan (CPAP 2012 -2016) which outlines the priority areas for development assistance. This report covers a Mid Term Review of the CPAP. The design of the CPAP 2012-2016 was informed by national development documents- the PAGE and Vision 2020. The development aspirations of The Gambia are enshrined in its Vision 2020. The implementation of the Vision 2020 is through a series of Medium Term Development Plans since 1994. The Programme for Accelerated Growth and Employment (PAGE) 2012-2016) is The Gambia's development strategy and investment programme. In order to strategically position themselves for supporting The Gambia, the United National Country Team (UNCT) carried out a Common Country Assessment (CCA) in 2011 which outlined the key development challenges. The UNCT jointly with the Government of The Gambia and other development partners identified its priority areas of cooperation. These areas of cooperation were expounded in the United Nations Development Assistance Framework (UNDAF) 2012-2016. Both the UNDAF and the CPAP were aligned to the PAGE.

Lessons for Implementation of Previous CPAP (2007-2011): The design of the 2012-2016 CPAP was also informed by lessons drawn from implementing the earlier CPAP (2007-2011). Key shortcomings of the previous CPAP included a design characterized by fragmented and disjointed projects which were not only small but also short term in nature. The terminal evaluation of the previous CPAP observed an absence of sufficient impact of UNDP activities at the grassroots levels.¹ With respect to specific programme areas, the terminal evaluation recommended for greater support to a multi-sector and longer term environmental management programme with clear leadership to ensure involvement of communities in sustainable management of the environment and land resources. Addressing climate change issues and waste management was viewed as key for the new CPAP. The governance sector, which was reviewed as having done well, needed to give greater attention to the generation of sex disaggregated data that could be used for advocacy towards gender equality across sectors. From the operations side, the terminal evaluation of CPAP noted challenges with UNDP operating in silos, characterized by poor internal communications. The National Execution modality (NEX) was recommended replacing the Agency Execution. Implementing Partners (IPs) reported having limited knowledge on UNDP administrative procedures which contributed to a slow pace in programme delivery. A dedicated Programme Management Unit (PMU) under the Office of the President was recommended as a vehicle that would increase ownership,

¹ The UNDP and The Government of the Gambia (2011) Final Report of the Review of the 2007-2011 UNDP Country Programme and Action Plan (CPD/CPAP): An Assessment of the CPAP Outcomes.

coordination and mitigate the negative impact of staff turnover in the public sector including the position of Secretary General.

UNDP CP/CPAP Design and Outcomes: The UNDAF (2012-16) identified three priority areas: i) Poverty Reduction and Social Protection; ii) Basic Social Services and iii) Governance and Human Rights. Within the UNCT family UNDP is the Lead Agency for the Governance and Human Rights. The design of the new CPAP was such that the one outcome area focused on pro-poor policy issues including enhancing institutional capacities while the second outcome focused on downstream issues (interventions at the grassroots aimed to alleviate poverty). UNDP has two programme Units. The first Unit focuses on Poverty Reduction, MDGs and Environment & Climate Change whilst the second unit focuses on Governance and Human Rights. The outcomes for the CPAP under review are as follows:

Outcome 1: *Capacities of Institutions Responsible for Economic Management and Governance for inclusive Growth that Benefits Women and Men and Evidence Based Policy Formulation and Implementation Enhanced.*

Outcome 2: *Sustainable Livelihoods Security Enhanced for the Disadvantaged Groups through promotion of Income Diversification Opportunities and Better Management of the Environmental Resources.*

Outcome 1 has six outputs while outcome 2 has three.

Table 1: CPAP 2012-2016 Output Results

Outcome 1. Capacities for institutions for pro-poor and inclusive growth enhanced	
Output 1.1	Pro-poor Policy, Planning and Budgeting capacities of national and local level institutions strengthened
Output 1.2	Strengthened statistical capacities for information evidence based policy formulation, implementation and monitoring at all levels.
Output 1.3	Strengthened capacities of Governance institutions for accountability, justice and participation at all levels
Output 1.4	Social Protection Framework formulated and implemented in partnership with relevant UN Agencies
Output 1.5	Access to best practice for civil society reforms at national and local levels facilitated
Output 1.6	Prop-poor Climate change Resilient Development Strategy formulated and Adopted for Achieving Sustainable Energy for all
Outcome 2. Sustainable Livelihood Securities Enhanced	
Output 2.1	Small holder producers particularly women youth and vulnerable groups access and utilize productive resources and markets through value addition
Output 2.2	Sustainable use of environmental resources enhanced
Output 2.3	Pro-poor climate Resilient Development Strategy Formulated and Adopted for achieving Energy for all.

The total budget for the CPAP is USD 25.5 million of which USD 17 million if from core funds and USD 7.8 from non-core funds.

1.2 Purpose and Scope of the Mid Term Review

Overall Purpose of the Mid Term Review of the CPAP 2012-16: It is a standard requirement by UNDP programming procedures to undertake a Mid Term Review (MTR) of a CPAP in order for the results to inform the design of the remaining portion of the CPAP. According to the Terms of Reference (TORs), the MTR should focus on One Programme Document which is based on CPD and CPAP 2012-2016. The overarching goal of the One Programme Document is "*Promoting and Sustaining Inclusive Development in the Gambia*". A comprehensive review of the UNDP programme portfolio since 2012 will be evaluated. Through a systematic assessment of progress made towards accomplishment of UNDP CP/CPAP, the review will assess UNDP's contribution to national development results. The review will assess the degree of accomplishment of planned outputs under each of the CP/CPAP outcomes.

Specific Objectives of the Evaluation: The MTR will specifically address the following key areas:

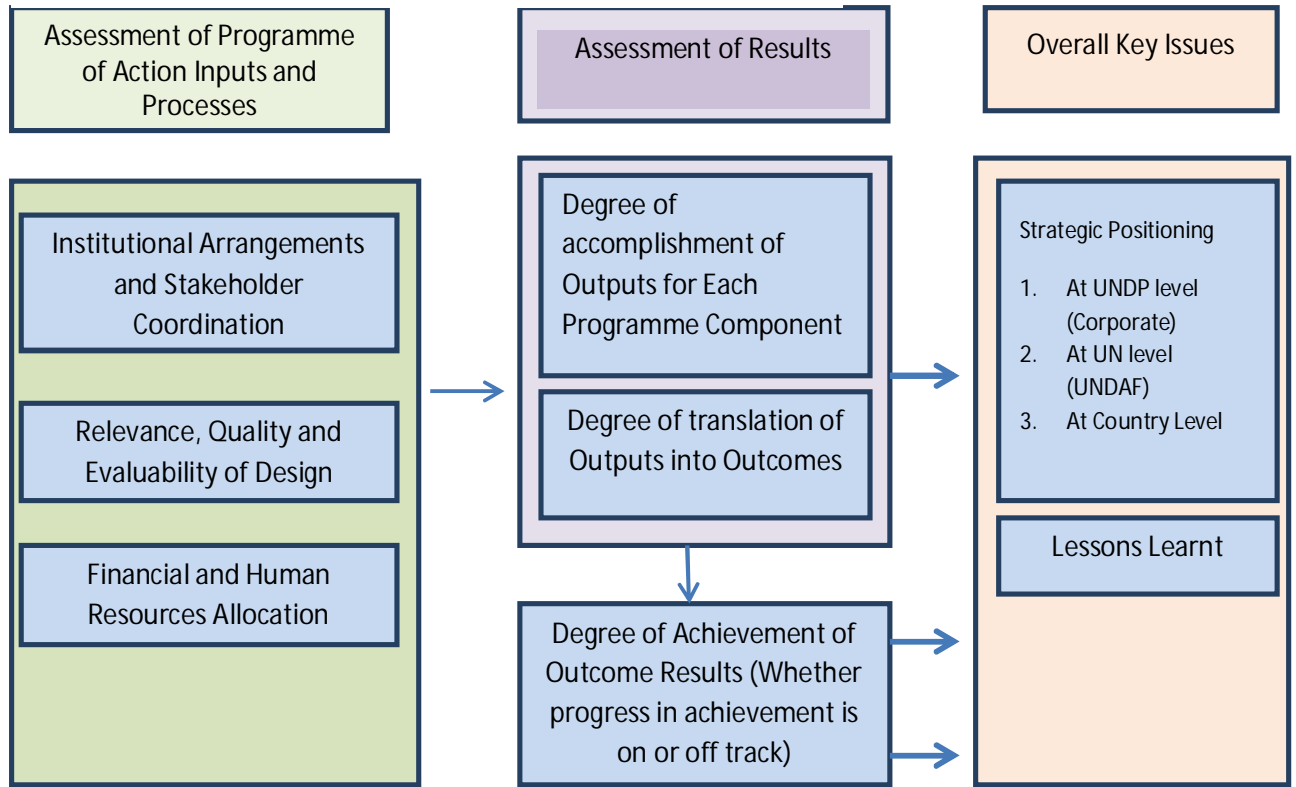
- i. Assess progress of the implementation of the CPD/CPAP 2012-16 and its programmatic impact where possible
- ii. Examine relevance, effectiveness, efficiency and sustainability of the UNDP supported interventions;
- iii. UNDP's responsiveness towards changes in the country's needs and priorities;
- iv. The degree to which programmes in the CPD addressed cross cutting issues of gender equality and gender mainstreaming, integration of environment concerns in the sector work and mainstreaming of **HIV/AIDS** across programme areas
- v. The efficiency of the Country Office management and operations including adequacy and quality of human resources, reporting processes, support to the Resident Coordinator (RC) function and effectiveness of procurement.
- vi. Propose areas of repositioning and refocusing of CPAP within the current Gambia's development context and in light of UNDP Corporate new Strategic Plan (SP) 2014-2017 and Gender and Equality Policy (GEP) 2013-2017.

1.3 Methodological Approach

1.3.1 Conceptualisation of the MTR for the CPAP

The CPAP MTR review is assessed using the conceptual framework in Figure 1. The evaluation will follow through the results chain particularly from outputs and progress in achievement of outcomes. An appreciation of the status of achievement of outputs and whether they are on track or off track will be assessed. Assessment of progress toward achievement of outcomes is a key component of the MTR. By and large the structure of the evaluation will be guided by this conceptual model;

Figure 1: Conceptual Framework for UNDP The Gambia Mid Term Review

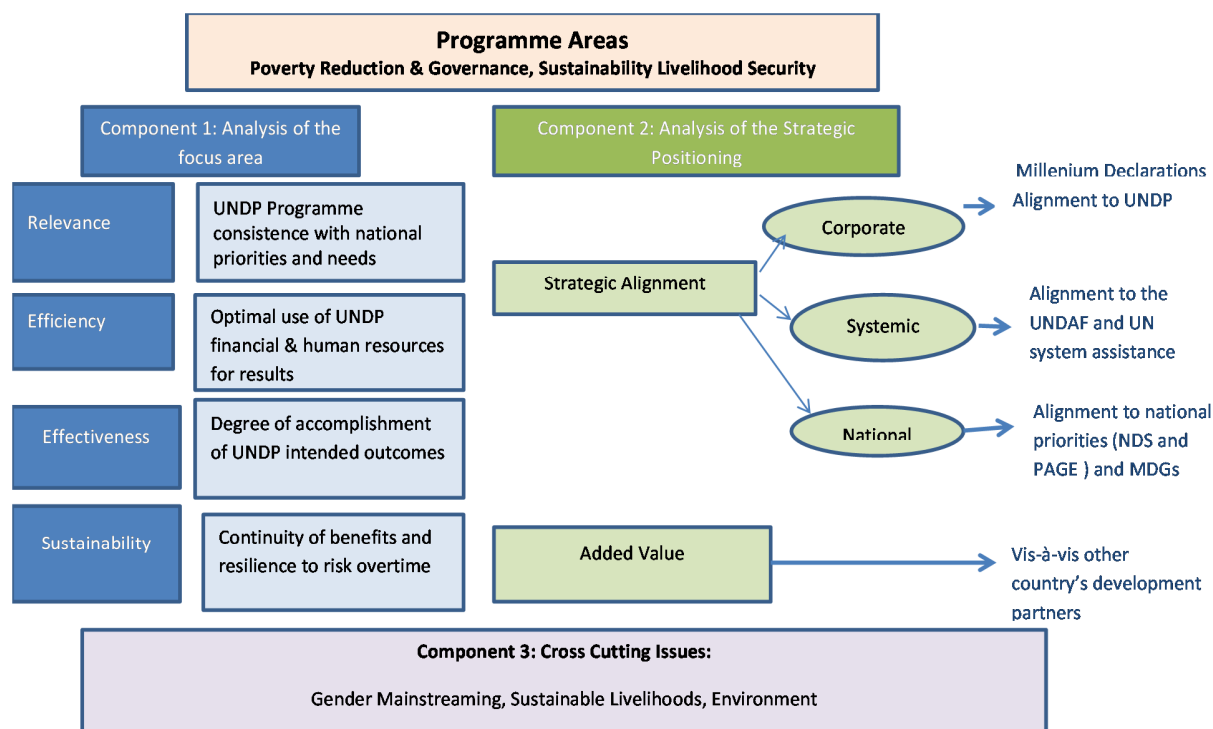


1.4 Analytical Approach

The analytical model to be used for the assessment of the CPAP MTR is presented in Figure 2. The analytical model groups the evaluation criteria into three components.

- **Component 1** focuses on the four key programme areas of evaluation variables, which include: relevance, efficiency and accountability, effectiveness and sustainability.
- **Component 2** focuses on analysis of UNDP strategic positioning through the CPAP, and will mainly focus of the Strategic Alignment to UNDP Corporate, UNDAF and national priorities (PAGE, Vision 2020).
- The **third component** focuses on cross-cutting issues of gender equality, livelihoods and environment approaches.

Figure 2: Mid Term Review Analytic Framework



Developed by Primson Management Services

1.4.1 Key Methods Used

The evaluation used a mixed methods data collection approach. The review of key programme documents provided the first point for appreciation of The Gambia CPAP 2012-16. An inception report was developed to outline the roadmap for the CPAP MTR. A De-briefing with all strategic staff of the UNDP the Gambia Country Office was done (Programme Units Staff, Operations, Monitoring and Evaluation Specialist, the Deputy Resident Representative), in order for the team of consultants to appreciate the CPAP programme and key stakeholders. Extensive consultations were done with Implementing Partners and Sub Implementing Partners. In addition the Team of consultants also consulted members of the structures for implementation of the CPAP (Outcome Groups and Governing Board). The consultants visited five sampled project sites as follows (see table 2).

Table 2: Field Site Visits for MTR

Site	Key Activity
1. Basse	Decentralised Alternative Dispute Resolution (ADR) and Legal AID services
2. Jamally	Renewable water supply system for women's gardens
3. Banjul	Establishment of smoke ovens for Try Oyster women for harvesting and processing oysters
4. MFPs	Support livelihood initiatives for communities, using the Multi- Functional Platforms (MFPs).
5. Gunjur	Fish Smoke House Women's groups income generating activity

In-depth key interviews were conducted with all strategic UNDP staff. Interviews were also conducted with selected members of the UNCT. A presentation of preliminary findings was done at the end of the mission with UNDP internal staff to share emerging findings.

Rating System: The evaluators developed two rating systems. The first was related to the status of the Outputs for the mid - term of the CPAP, assessing if the programme was on track or not. The second rating system assessed the contribution of programme areas (poverty reduction and MDGs, Environment and Governance) to the achievement of CPAP planned outcomes.

Ethical Consideration: The evaluators ensure confidentiality of data provided by interviewee and adhere to the principles of impartiality in making judgements and conclusion.

1.4.2 Organisation of the Evaluation Report

The CPAP MTR report is presented in 8 chapters. Chapter 1 introduces the report; Chapter 2 presents The Gambia Development Context over the CPAP Period. Chapter 3 presents an assessment of CPAP programme components for relevance, effectiveness, efficiency and sustainability; Chapter 4 looks at the management and coordination of programmes. Chapter 5 looks at cross cutting issues while Chapter 6 discusses issues of strategic positioning. Chapter 7 shares lessons learnt across CP components and chapter 8 presents key conclusions and evaluation recommendations.

2.0 Country Context

Geography and Population: The Gambia is a small country which stretches for around 400km and occupying 10690 square km of land. The country is surrounded by Senegal on all its geographical sides except on the Atlantic Ocean, with similar cultural and linguistic traits with Senegal. The population of the country is rapidly growing, standing at 1,856417 in 2013.² The average population growth rate per annum is 3.3%.

Democracy and Governance: Democracy and Governance are areas lagging behind in the Gambia. The Gambia recorded a significant progress between 2008 and 2011 as the Corruption Perception Index (CPI) almost doubled from 1.9 to 3.5 during the period. However, the country rankings dropped in 2012 calendar year. According to the Transparency International (2012), the Corruption and Perception Index (CPI) ranking of the Gambia was 105/176 in 2012, down from 77 out of 176 countries.³ In 2002, the Local Government Act was passed, giving more autonomy to local governments in the country. Articles 193 and 194 of the 1997 constitution of The Gambia sought to increase autonomy at the local government level through

²Ibrahim Index on African Governance (IIAG) (2013).Ibrahim Index on African Governance Country Rankings and Scores. Mo Ibrahim Foundation, Swindon.

³Transparency International (2012). Corruption Perception Index 2012: The perceived level of public sector corruption in 176 countries/territories around the world.

decentralization. Women make up 51 % of the population yet play a very small part in decision making at most levels.

Economic Diversification and Development: The Gambia is a low income country with a GDP per capita of USD \$1 900 in Purchasing Power Parity (PPP*)⁴ and an overall GDP of USD 900 million as of 2012.⁵The GDP growth rate at market prices from 2010 was 6.5% (2010), 4.3% (2011) and 5.3% (2012).⁶ The major contributors to the GDP are agriculture, industry, and tourism. Having contributed to 26% of the GDP in 2011, agriculture production declined to a staggering contribution of 22.2% in 2012-2013.⁷ The country's agriculture sector is mainly dominated by crop farming (56%) especially groundnuts farming. Livestock constitutes 34% of agriculture. The Gambia has a population that relies heavily on agriculture for its sustenance. It is estimated that nearly 63% of Gambians are employed in the agricultural sector, with a large proportion of those employed being women. The major impediments to productivity in the aforementioned sectors are recurrent droughts, lack of funding especially from the private sector, lack of qualified personnel like veterinarians, limited use of technology and lack of implements.⁸ The World Bank "Doing Business" 2011 ranked The Gambia 145/183 countries with positive scores on "trading across borders", and "enforcing contracts", but less favourably on "protecting investors" and getting credit".⁹ The Global Competitiveness Index (GCI) on basic requirements, efficiency enhancers, and innovation and sophistication ranked The Gambia 90/144 countries in 2011.¹⁰ The Gambia PAGE posits several targets on economic development and reform in the Gambia, to include inter alia, an increased economic growth rate of 11.5% and keeping inflation rate below 5% in 2015, increased contribution of tourism to GDP from 12% (2012/13) to 18% (2015), improved infrastructure development (ICT, Energy and Transport) as well as strengthening the Gambia Chamber of Commerce and Industry (GCC) on its staff and resources in 2015.¹¹

Poverty and Human Development: The Gambia is a poor country ranked 172nd in the 2013 Human Development Report. The Gambia's Human Development Index (HDI) of 0.441 in 2013 put the country at 172 out of 187 countries. The most recent study of poverty in the Gambia showed that around 34% of the population lived under the Poverty Datum Line (PDL) of USD 1.25/day in 2011/2012 as compared to 48.4% in 2010.¹² This testifies to a fairly positive reduction of poverty in the country though not to the desired level. However, the disparity between rural and urban prevalence of poverty has not altered, with the rural areas having

⁴ Index Mundi, Gambia GDP Per Capita (2013).

http://www.indexmundi.com/the_gambia/gdp_per_capita_%28ppp%29.html

⁵The Gambia Government (2011).The Gambia PAGE (2012-2015).

⁶World Bank (2014). Global Economic Projects: Shifting Priorities, building for the future; World Bank.

⁷World Bank (2014). IMF-Statement at the End of an IMF Staff Visit to The Gambia. Press Release No. 14/156.

⁸The United Nations (2011). The Gambia Common Country Assessment; UN

⁹The World Bank (2011). "Doing Business"

¹⁰The World Bank (2013). The African Competitiveness Report: The World Economic Forum; Ministry of Economic Affairs, Denmark.

¹¹The United Nations (2011). The Gambia Common Country Assessment; UN

¹²The Gambia Demographic Health Survey (2013).

around 68% of their populations poor as compared to around 40% in urban areas.¹³The poorest regions are still the Lower River Region, North Bank Region, Upper River Region (North), Bank and Central River Region (North) Bank. The Central River Region (North) Bank commands the highest prevalence of poverty which is rated at 79% as compared to that of Banjul which is 16.4%. The nation expects a decrease in poverty by 2015 to 15% (population living on <USD 1.25/day), enhancement of employment opportunities and access to education, as well as reinforced social cohesion and gender equality.¹⁴ Gender equality indicators for The Gambia are generally poor. The Gender Inequality Index for The Gambia was 0.624 with ranking 137 out of 149 nations globally in 2013. The Gambia global gender gap ranking was 93 (0.6630) in 2012, compared to 75 (0.6762) in 2010.¹⁵The literacy rate in the country has been steadily improving having been rated at 68.1% in 2011 for the age group between 15 and 24. The girl to boy education ratio has massively improved in primary (1.01), secondary (0.96) and tertiary (0.84) education in 2012, making The Gambia on track to achieving the 2015 target ratio of 1.00.¹⁶ The Gambia currently has an average annual employment growth rate of 3.3%.¹⁷ Only a minority of women are employed and most of the women who are considered as employed are involved in farming, of which they do not have entitlement to land. Female participation in the labour market was 72.4% in 2012 as compared to 83.1% for males.¹⁸

Environment and Energy: The past years have seen a steady increase in the amount of land degraded mostly due to, among others, deforestation to clear land for agriculture and settlement purposes. Laws passed in the 1980s making logging illegal have reduced the incidence of deforestation, leading to an increase in the forest cover to between 43 and 48 % of the country's total land area.¹⁹ Forest degradation is highest in the North Bank Region (NBR) and Northern Central River Region (CRR/N).²⁰ It is estimated that nearly 13 species of indigenous wild fauna have become locally extinct. Loss of forest cover and the effects of climate change have contributed to an increase in the country's vulnerability to floods and droughts.²¹ Floods have now become a common occurrence in certain parts (Upper River Region in particular) of the country during the rainy season. In 2011 the country experienced a severe drought that led to a severe failure of crops. The Gambia government ratified several Multi-lateral Environmental Agreements (MEAs) on the management and utilisation of environmental resources such as the Convention on Biological Diversity (CBD), the UN Framework Convention on Climate Change (UNFCCC), the UN Framework Convention to Combat Desertification (UNCCD), and the Convention on International Trade in Endangered Species of wild Flora and Fauna (CITES). The country ratified the UN Framework Convention on

¹³Integrated Household Survey Report 2, 2010

¹⁴The United Nations (2011). The Gambia Common Country Assessment; UN

¹⁵World Economic Forum (2013).The Global Gender Gap Report 2013; the World Economic Forum, California, Berkeley.

¹⁶The United Nations (2011). The Gambia Common Country Assessment; UN

¹⁷ United Nations Conference on Trade and Development (UNCTAD)(2013): The Least Developed Countries Report 2013. UNCTAD

¹⁸UNDP (2013).The Gambia Human Development Index 2012.

¹⁹The United Nations (2011). The Gambia Common Country Assessment; UN

²⁰ibid

²¹United Nations Development Assistance Framework Gambia, 2012- 2016

Climate Change (UNFCCC) in 1994, committing the country to the adoption of policies and measures to mitigate and adapt to the impacts of climate change.

The challenges faced by the nation to implement environmental development initiatives are population growth (which leads to high demand on virgin agricultural lands for food production, fuel wood and housing), and lack of alternative sources of affordable energy and inadequate funding to implement the National Agriculture and Natural Resources Programme. The PAGE notes that the country is planning that by 2015 66% should have access to an individual energy supply in both rural (17%) and urban (85%) areas whilst 100% of the total population will have access to a modern cooking fuel.²²In 2008, the National Disaster Management Act was passed and the National Disaster Management Agency (NDMA) was established in 2009, with UNDP playing an important role in helping to establish the Agency. The role of the NDMA is to help reduce the incidence of disasters and to respond to them when and where they do occur in order to reduce the financial and human costs of such a disasters.

3.0 Key Findings and Conclusions

This chapter responds to the key evaluation questions of relevance, effectiveness, efficiency and sustainability at Mid Term of the CPAP 2012-2016.

3.1 Relevance

Relevance responds to **two key questions**: i) to what extent did the UNDP CPAP 2012-16 programme design respond to the needs of the Government of The Gambia? ii) To what extent were UNDP identified CPAP outcomes aligned to national priorities as outlined in the key documents such as Vision 2016 or the PAGE. Table 3 provides a framework for assessing relevance of UNDP CPAP outcomes. Overall UNDP support to The Gambia through its programme interventions is relevant. The interventions are properly aligned to UNDP Corporate Strategic Plan 2008-2011, ECOWAS Vision 2020, ECOWAS Strategic Plan 2011-2015, MDG priorities, PAGE 2011-2015 development priorities articulated through Pillars and UNDAF 2012-2016 outcomes.

²²The Gambia Government (2011).The Gambia PAGE 2012-2015.

Table 3: Assessing UNDP CO Alignment to Global (UNDP Corporate, MDGs) Regional (ECOWAS) and National Development Priorities

UNDP SP 2011-2013	MDGs	ECOWAS	PAGE 2012-2015	UNDAF 2012-2016	CPAP 2012-2016
Poverty Reduction and MDGs					
E. Development of HDRs, support to national statistical institutions, strengthen policies and strategies, strengthen institutions, mitigation of impact of HIV and AIDS	1-Poverty	Vision 2020 <i>Create—prosperous & cohesive region ----creating opportunities for sustainable development</i> Pillar 2: cooperative development Pillar 3: Competition and equity Pillar 4. Economic and monetary	Pillar 1: Accelerating and sustaining economic growth Pillar 3: Strengthening human capital stock to enhance employment opportunities	Outcome 1: Capacities, institutions strengthened and policies in place for pro –poor & equitable distribution of economic growth, employment, planning and budgeting	Outcome 1: Capacities of institutions responsible for economic management and governance for inclusive growth ----- Outcome 2: Sustainable livelihood security enhanced for the disadvantaged groups, through promotion of income diversification-----
	3- Gender equality Empower women				
	7-Enviro Sustainability				
	8-Global partnership for development				
Governance and Human Rights					
F. Strengthen core institutions of governance, foster inclusive participation (civic groups etc. , ground democratic governance in international principles	8-Global partnership for development	Vision 2020 <i>Create—prosperous -- region built on good governance</i> Pillar 1: Peace security and good governance Pillar 5: Institutional capacity Pillar 6: Mainstreaming cross cutting issues	Pillar 4: Improve governance and fighting corruption Pillar 5: Reinforcing social cohesion & cross cutting issues	Outcome 8: Institutions & capacities of state actors, non-state actors and oversight bodies enhanced--- Outcome 7: Improved gender equity, equality & women empowerment	Outcome 1 – As above Outcome 2: As above
	1-Poverty				
Environment					
H. support governments to manage environment and energy; combating land degradation, biodiversity & energy services, promote adaptation to climate change	7-Enviro Sustainability	Vision 2020 <i>Create—prosperous& cohesive region built on good governance --- -creating opportunities for sustainable development</i> Pillar 1: Accelerating & promoting economic growth Pillar 6: Mainstreaming cross cutting issues	Pillar 1: Accelerating and sustaining economic growth Pillar 5: Reinforcing social cohesion & cross cutting issues	Outcome 1: Capacities, institutions strengthened for pro-poor and equitable distribution of economic growth ---- Outcome 3: Environmental sustainability & risk reduction systems and services operationalised	Outcome 1: As above Outcome 2: As above
	8-Global partnership for development				
	1-Poverty				

While UNDP programme delivery interventions are aligned to relevant development priorities, a closer analysis of UNDP CPAP outcomes shows that more could have been done to align the current CPAP outcomes closely to UNDAF outcomes through development of specific programme outcomes (Poverty Reduction and MDGs, Environment and Governance & Human Rights). All programme interventions; Poverty Reduction and MDGs, Environment and Governance & Human Rights share two common outcomes (see table 13).

Extent to which UNDP Country Programme Meets the Needs of the GoTG: A review of the PAGE 2012-2015 demonstrated beyond doubt that UNDP CPAP was adequately responding to the development needs of The Gambia. *Poverty Reduction and MDGs:* **Pillar 1-** Accelerating and sustaining economic growth, **Pillar 3:** Strengthening Human capital stock to enhance employment opportunities; *Environment:* **Pillar 1:** (as above) and **Pillar 5:** Reinforcing social cohesion and cross cutting issues. *Governance and Human Rights:* **Pillar 4:** Improved governance and fighting corruption **Pillar 5:** (as above). Consultation with Implementing Partners (IPs) confirmed beyond reasonable doubt that UNDP supported interventions were relevant to the development needs of the GoTG. The following are some of the excerpts from the key informants when asked about UNDP programme relevance:

“Very relevant because we cannot operate without institutional structures, policy direction and strategic plan”

“The support provided is vital in addressing development ambitions outlined in the PAGE, The Gambia Vision 2020, Vision 2016 and MDGs”

“The work we do in CPAP is not so much because UNDP requires us to do so but more because it is very relevant and useful to our government, hence our commitment and ownership”

CPAP Not Aligned to PAGE Timeframe: While UNDP supported interventions are aligned to national priorities, a close analysis notes that alignment to the timeframes for the GoTG planning tools is out by one year. UNDAF and CPAP both have a timeframe for support to the Gambia going beyond 2015 up to 2016. There is therefore need for UNDP to consider aligning support to The Gambia in tandem with the national timeframes. The Common Country Assessment of 2011 also assisted UNDP to make right choices in areas for support the Government of The Gambia.

3.2 Effectiveness

This section of the report responds to the following key evaluation fundamentals: i) The degree to which UNDP CPAP programme outputs are on track, ii) The extent to which targeted beneficiaries for programmes were reached by activities and iii) emerging issues under the outputs. The outputs for the CPAP 2012-2016 will be discussed under the respective

programme areas (Poverty Reduction and MDGs, Governance & Human Rights and Environment).

3.2.1 Poverty Reduction, MDGs and Environment Cluster

Overview of Poverty Reduction and MDG Programme: The programme overview included support to the GoTG on formulation of policies and strategic plans; enhancing the capacities of institutions pro-poor interventions, strengthening the national statistics for evidence-based planning, and programmes for employment creation. The support also included capacities for monitoring MDGs. The programme had outputs under both outcome 1 and outcome 2. Outcome 1 outputs mainly focused on support to upstream development while outcome 2 outputs concentrated on downstream grassroots support initiatives. The programme also included support to the GoTG on formulation of environment related policies and strategic plans; and enhancing the capacities of line ministries to mainstream environmental concerns in national development policies. For downstream interventions, the programme focused on supporting project initiatives for communities to sustainably manage the environment with integrated livelihoods issues. The programme also focuses on enhancing capacities of local communities for disaster risk management. The programme focuses on enhancing capacities by rural communities to use renewable energy as a step towards green economy and Inclusive Green Growth (IGG).

3.2.1.1 Assessment of Performance of Output Results for Outcome 1 and 2

Output 1.1: *Pro-poor policy, planning and budgeting capacities of national and local level institutions strengthened*

Outstanding Achievements: An extensive review of the monitoring and evaluation reports and consultation with key stakeholders points towards relatively good progress under output 1.1. MDG Status Reports 2012 and 2014 were produced relatively on time. The ECOSOC Report was produced in July 2014. UNDP Support was also offered on the production of the Post 2015 report and nationwide campaign. Significant work has been done in building capacities of key ministries and monitoring & evaluation of the PAGE. At least 87 senior officials drawn from all sectors were reached with training and an M&E results framework for PAGE was produced and disseminated widely. Good progress has been made on education of Value Added Tax (VAT), though it is viewed as complex by some stakeholders. In 2013 outstanding work was done on debt management and a legal framework for public debt management was produced. In the same year significant progress on social protection mapping which involved key stakeholders was conducted. With respect to social expenditure tracking, a draft report was produced. One positive observation was the ability of the programming to introduce new activities in subsequent years that built on the work during the initial phases of the CPAP. Examples of new work include debt management, support for VAT education and publication of the debt bulletin.

Noted challenges: areas that have experienced slow progress include: late production of the National Human Development Report (NHDR) which was mainly due to the problems from the service provider. The completion of the MDG Accelerated Framework (MAF) is still pending and this may affect the use value of the deliverable given that the MDG 2015 timeframe for targets is just around the corner. The period 2012-2014 witnessed challenges to convene donor coordination forums as originally planned. This activity is now planned for September this 2014.

Overall Rating of Output 1.1: Despite the noted challenges, on balance, this output is on track as the successes override the challenges and also a significant amount of work has been accomplished. With the remaining CPAP, UNDP is likely to accomplish planned interventions under Poverty Reduction and MDGs.

Output 1.1	On track	Partially on track	Off Track
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Output 1.2: *Strengthened statistical capacities for informing evidence based policy formulation, implementation and monitoring at all levels*

Key Achievements: Key achievements under this output include; Institutional support to Gambia Bureau of Statistics (GBOS) and Project Support Unit (PSU) Department of Agriculture. Support was provided for the development of the analytical report for the Demographic Health Survey (DHS), which was produced in 2014. With UNDP support the country launched the Country STAT which reached about 70 national stakeholders and partner institutions. The Country STAT is a web based information system for gathering and monitoring of national and sub-national food and agriculture data in tandem with international standards. The Country STAT is now available on the internet for wider access by stakeholders. UNDP supported the national agricultural sector survey and analysis is leading to the production of national agricultural survey report in 2012 generating the latest data for agricultural planning and programming. The report is all the more vital given that the last report was produced ten years ago in 2002. The UNDP CO provided equipment and refurbished the Department of Agricultural planning, provided two professional international UNVs for two years to support capacity building in agricultural data collection, analysis and reporting. The CO with other UN partners trained staff of GBOS on the updating of GAMINFO which updated in the process. A Labour Force Survey (LFS) was conducted in 2012 and validation done in 2014. The LFS though significantly late, has provided up to date information on employment issues in the country. In 2014 a national team for collection of the Core Welfare Indicator Survey (CWIQ) was trained and data were collected although the work awaits completion.

Challenges: As of mid-2014, all planned activities had been completed under this output with the National Agricultural Sample Survey. Two other activities of note that have experienced significant delays are the Labour Force Survey and the National Strategy for the Development of Statics (NSDS). The former activity started in 2012 but completed in 2014 and the latter experienced delays due to difficulties hiring a consultant but is now underway. As with other

outputs, the main challenge is the delay in starting activities. The average delay is usually a quarter or two. The primary reason for delays was reported as the lack of institutional capacity for IPs under this output.

Overall Rating of Output 1.2: The performance of the output is on-track to achieve the CPAP output by the end of the CPAP period. This is despite delays in the implementation of the LFS and NSDS. The ability to complete all but two activities within the first half of the CPAP makes up for the observed delays.

Output 1.2	On track	Partially on track	Off Track
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Output 1.4: *Social protection framework formulated and implemented in partnership with relevant UN Agencies.*

Achievements: This output is largely on track having achieved most of the planned activities. With respect to social protection framework, an advocacy committee was established in 2012 and the disability Bill was validated the same year. Awareness raising activities were successfully conducted. The year 2013 also witnessed a good share of achievements. With support from UNDP, the Gambia ratified the International Convention on the Rights of People Living with Disability in May 2014. The GoTG also domesticated the same convention. The Social Protection Policy was validated in July 2014. Annual social protection forums in 2013 & 2014 and social protection mapping and stakeholder mapping were completed. The evaluation noted excellent results in the advocacy on disability issues with support from the umbrella bodies for people with disabilities who are coordinated by the Gambia Federation of the Disabled. The institutional capacity of the GFD was enhanced through capacity assessment, provision of office equipment, capacity on managing HACT modalities and advocacy skills.

Challenges: There were no major challenges for this output except for the recognition of limited resources to translate the international convention on rights of people living with disabilities to local language.

Overall Rating of Output 1.4: The rating of this output is very high and hence on track

Output 1.4	On track	Partially on track	Off Track
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Output 1.6: *Pro-poor climate resilient development strategy formulated and adopted for achieving sustainable energy for all*

Achievements: Policies Strategies and Action Plans: key achievement include the formulation of environment related policies, strategies and Action Plans which include: i) National Energy policy and Action Plan (2013); ii) The Low Emission Climate Change Resilient Development Strategy (LECRDS); iii) The Disaster Management Institutional Framework (Policy, and Strategy

&Action plan) in 2014; iv) Review of the 2005 energy policy and Action Plan (2014) v) The review of the National Bio-Diversity Policy and Act (2013); vi) Climate Resilient Project Document (PPG) was developed.

Capacity Building: Through UNDP support capacities of relevant ministries, and communities were enhanced on issues of the environment. Approximately 100 public sector personnel were trained in integrating environmental concerns into national development policies. Step down training was offered to about 32 regional level participants were trained in Mainstreaming, Adaptation, Disaster Reduction into Development (MADRiD). In 2012 and 2013, support was provided for development of a national report on RIO +20 and Post RIO advocacy through awareness campaigns.

Institutional Strengthening: Support was provided for the strengthening of the National Disaster Management Agency (NDMA). The institution was supported with office equipment including the recruitment of 2 International UNVs responsible for disaster management and humanitarian assistance. Support in terms of infrastructure was given to disaster risk Reduction management infrastructures at decentralized levels to prepare for disaster situations. The Disaster Risk Reduction (DRR) structures were strengthened with the establishment of rapid response teams in nine districts of the West Coast Region.²³

Technical capacities: Up to 350 stakeholder representatives drawn from different communities across greater Banjul were sensitised on the use of improved cooking stoves. Solar panels were purchased and installed in the health facility to help address the energy problem at rural level and also help to improve the health condition of the selected community.

Challenges: The policy and strategy making processes often face challenges of delays in consultations and feedback. The environment sector is relatively technical thereby affecting stakeholder appreciation of reports as well as quick identification of service providers.

Overall Rating of Output 1.6: Given the proportion of planned activities under this output and accomplishments to date, this output is rated as on track.

Output 1.6	On track	Partially on track	Off Track
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Output 2.1 *Small producers particularly women, youths and vulnerable groups access and utilise productive resources and markets through value addition facilities and services*

Achievements: Analysis of information points to the fact that a lot of work has been achieved under this output. Completed downstream initiatives include; support to Banjulunding Women’s gardens and agro-processing plant (70 reservoirs, solar panels and pump, 2 water tanks); construction and rehabilitation of 3 Fish smoke houses and ovens; construction of 15

²³UNDP ROAR 2014.

ovens for Try Oyster Women’s Association (150 members trained on Oyster harvesting, preservation and hygiene measures, purchase of value addition vacuum packing machine); Support to the Jorjo Organics (processing equipment); Group Jubo (supported with labelling , processing and marketing for groundnuts) and Jamally Women’s Garden (support with borehole drilling solar panels, chain link fence, 22 sub- reservoirs). Over 100 copies of the Report on “*Rural Women’s Increased Access, Utilisation, Ownership and Control of Productive Resources including Land and Water*” were produced although not yet validated or disseminated. Significant work has been done in Small and Medium Enterprises (SME) with respect to supporting forums, publication of newsletters (200 copies printed and disseminated), development of catalogues and enhancing business competitiveness among members. A capacity enhancement Business Sensitisation session was conducted for 100 entrepreneurs from all the regions of the Gambia. UNDP also works closely with GCCI in efforts to reach out to the public on agenda for improving livelihoods.

Challenges: While significant progress has been registered under this output, few challenges revolved around the long processes taken for the establishment of the value addition projects. Outstanding activities which require attention include: advocacy and lobbying for women’s increased access to natural and productive resources and facilitation of a land use governance dialogue in Local Government Areas (LGAs).

Overall Rating of Output 2.1: The rating of this output is good and on track

Output 2.1	On track	Partially on track	Off Track
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Output 2.2 *Capabilities for skills, access to technology information and knowledge for women youth and vulnerable groups enhanced.*

Thrust of the Output: The focus of this output is enhancing technical capacities from improved entrepreneurship for vulnerable groups.

Achievements: Overall this output has registered desirable achievements. With respect to youth and women groups, capacity has been built through access to apprenticeship training programmes in two CPAP regions. Top personnel from Ministry of Trade, Industry and Employment (MoTIE) were trained in LMIS. The LMIS was established and its database was updated. Two coordination meeting were conducted aimed at enhancing the capacity of the relevant departments of the MoTIE and other elated departments on implementation of activities such as National Training Authority (NTA). A workshop was conducted for 56 Principal Proprietors for TV ET Institution on Competency Assurance Management Systems (CAMS). Consultations were done for analysing the skill gaps in Central River Region North (CRRN), and Kombo North. A tracer analysis on GAMJOBS and on TVET graduates was done. Two monitoring and evaluation activities were conducted in Jamally and Banjulunding. In replacement of other initiatives that did not take off, a new initiative EMPRETEC was initiated, borrowing from the experience in Ghana. The objective of the initiative is to increase

entrepreneurship skills. Capacity building activities were carried out to strengthen the capacity of the employment unit (training on employment related issues and provision of equipment) at the time of this evaluation, EMPRETEC as an institution had been established. Other key areas of focus include: entrepreneurship training and skills development for 800 MSMEs, productivity and job creation capacity of 1070 MSMEs, and the development of an improved business environment.

Challenges: The late submission of the LFS report is an issue that needs to be looked into. It is important for MOTIE to have access to employment data. Without the necessary data, policy formulation will be less informed. Trainings to increase skills of women and youths have been largely on track, but quality control is needed to ensure the right skills are adequately transferred.

Overall Rating of Output 2.2: The rating of this output is good and on track

Output 2.2	On track	Partially on track	Off Track
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Output 2.3 *Sustainable Use of Environmental Resources Enhanced*

Achievements: An analysis of evaluation findings indicates significant progress made in enhancing the capacities of communities at grassroots levels to manage environmentally friendly pilot projects. A major breakthrough was witnessed in the training and equipping of Joint Forest Park Management Committees on sustainable natural resource use for development. Bee keeping projects were successfully carried out in Kombo North and Central River Region (CRR/N) North, with groups like the Allatentu women group and the Mandinary Bee Keepers Association receiving 120 Top Bar Bee Hives and supportive equipment. As many as 480 bee hives were constructed and 200 modern bee keeping materials and equipment was procured for bee keeping projects. Around 63 participants from two regions (Kombo North and CRR North) were trained on modern bee keeping techniques in 2013. Community based natural resource management initiatives were also supported through the provision of water tanks and poly pots and operationalisation of eco-tourism camps such as the Tanji Eco-Tourism Camp and the TRY Oyster Association which both received training in natural resource management. Capacity was built for communities in the Central River Region to manage co-existence with wildlife. Support was provided through the construction of fences to stop hippos raiding rice fields and through consultative workshops.

Challenges: Despite good progress registered under this output, there were delays in the construction of bee hives.

Overall Rating of Output 2.3: Overall the number of projects which were done successfully indicate good progress on this output. This output is rated as on track.

Output 2.3	On track	Partially on track	Off Track
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Overall Performance of Poverty and MDGs Programme: Overall, programme delivery of the Poverty and MDGs programme to date is on track. All outputs are on track. The programme has yielded satisfactory results. Table 4 shows overall rating for the programme.

Table 4: Overall Rating of Poverty MDG and Environment Programme

Outputs	On track	Partially on Track	Off Track
Outcome 1.			
1.1: pro-poor policy planning and Budgeting capacities of national and local level institutions strengthened			
1.2: Strengthened statistical capacities for informing evidence based policy formulation, implementation and monitoring at all levels			
1.4: Social protection framework formulated and implemented in partnership with relevant UN Agencies			
1.6: Pro-poor climate resilient development strategy formulated and adopted for achieving sustainable energy for all			
Outcome 2.			
2.1: Small producers, particularly women, youth and vulnerable groups access and utilise productive resources and markets through value addition facilities --			
2.2: Capabilities for skills, access to technology, information and knowledge for Women, youth and vulnerable groups enhanced.			
2.3: Sustainable Use of Environmental Resources Enhanced			
Overall rating of Poverty & MDGs Programme			

3.2.1.2 Contribution of the Poverty MDGs and Environment to CPAP Outcomes 1 and 2

Outcome 1: Capacities of institutions responsible economic management and governance for inclusive growth that benefit women and men and evidence based policy formulation and implementation

Outcome 2: Sustainable livelihood security enhanced for disadvantaged groups through production of income diversification opportunities and better management of environmental resources.

In order assess the programmes contribution to the two CPAP outcomes, an analysis of any positive change for i) institutions responsible for economic management, ii) Policy issues; ii) and observed benefits for vulnerable groups will be done. An analysis of change in baseline data for outcome indicators will also be conducted. Additional indicators in the focus areas of

programmes will be analysed where necessary. The performance of planned outputs will augment assessment towards contribution to outcomes.

Table 5: Selected Outcome Indicators for Progress on Poverty MDGs and Environment Programme (A)

Outcome Indicators Planned/Other	Baseline Data	Target 2016/15	Status 2013/14
Human Development Index	0.390 (2011)	0.420	0.441 (2013)
Poverty Ranking (World Bank)	168/187	-	172/187 (2013)
Existence of Social Protection Policy	None	Yes	Available
Quality of Public Administration	3.0	-	3.3
Quality of Budgetary and Financial Management	3.0	-	3.5
Efficiency of Revenue mobilisation	3.0		3.0
Prevalence of underweight children under 5 years of age	17.4% (MICS) 2010	10.4	16.2 GDHS (2013)
Global Competitiveness Index	99/144(2011-12)		98/144(2012-13)
Easy of Doing Business (OECD 2014)	148/189 (2013)		150/189 (2014)
Paying Taxes	183/189 (2013)		184/189/(2014)
Starting a business	123/189 (2013)		130/189 (2014)
Environment related Outcome Indicators			
Proportion of land Covered by Forest	48% (2010)	50% (2015)	No data
Carbon emission	1.19 (2003)	1.8	1.87 (MDG R)

Initial Signs for Behaviour Change on Upstream Interventions: Poverty and MDGs: Through UNDP support the country now has a rich policy environment catering for the people with disabilities, social protection, VAT, Public Debt management (Legal Framework for Public Debt Management 2013; Social Protection Policy 2014; Ratification of the International Convention on the Rights of People Living with Disability; Disability Bill 2012, National Volunteer Policy). Overall there are positive changes in the selected indicators (see table 5). With respect to quality of Public Administration, The Gambia moved from 3.0 to 3.3 whilst the quality of budgetary and financial Management improved from 3.0 in 2011 to 3.5 in 2014.²⁴As of mid-2014, the Human Development Index had surpassed the UNDAF target from 0.390 in 2011 to 0.439 in 2014.²⁵Global Competitiveness Index ranking favourably improved one step from 99th between 2011 and 2012 to 98th out of 144 nations between 2013 and 2014.²⁶Feedback from consultations with IPs indicated improved capacity in some of the UNDP focus areas for

²⁴World Economic Forum (2013).The Africa Competitiveness Report 2013.The World Economic Forum.Ministry of Economic Forum.Ministry of Economic Affairs. Denmark.

²⁵African Development Bank Group 2014.

²⁶World Economic Forum (2013).The Africa Competitiveness Report 2013.The World Economic Forum.Ministry of Economic Forum.Ministry of Economic Affairs. Denmark.

relevant ministries and institutions. The following are excerpts from the selected IPs with respect to change:

*UNDP included us as implementing partners. We received institutional capacity strengthening including advocacy skills. Now as GFD, we are able to sit in high profile forums and contribute equally to policies. In fact we are now being requested to make input for various ministries including the Office of the President for issues of people with disabilities. **Gambia Federation for Disability.***

*The youth are now involved in business enterprises like tailoring fisheries, bakeries and agriculture with UNDP help on provision of seeds and fertilisers and marketing of products. Youth have also been linked with buyers and given business advice. **Senior Official in Government.***

Revenue Collection Improves: One of the areas of interventions for the Poverty Reduction, MDG and Environment Component during the CPAP under review was enhancing national capacities for revenue collection. According to the rating of a governance sub-component of the AfDB African governance (2013), "Efficiency in Revenue Collection" remained the same at 3.0 in 2012 and 3.0 in 2013 (See Table 8 under the governance component-page 27). However national data on revenue collection shows good performance in this area with the revenue authority surpassing its targets for both 2012 and 2013 (see Table 6). The performance for 2014 is also very impressive given that more revenue is likely to be collected by end of the year.

Table 6: Trends in Revenue Collection Between 2012 and 2014

Domestic Sales TAX and VAT Performance Summaries, 2012, 2013 and End July 2014					
YEAR	Revenue Head	Annual Target	Annual Collection	Absolute Variance	Performance Rate
2012	Domestic Sales Tax	497,272,070.00	594,495,483.28	97,223,413.28	120%
2013	Value Added Tax	615,653,400.00	755,256,938.83	139,603,538.83	123%
2014	Value Added Tax	Jan - July 557,889,864.00	Jan- July 551,834,324.20	6,055,539.80	99%

Source: Gambia Revenue Authority August 2014

A review of the UNDP ROAR 2013 also notes positive results on revenue collection which rose by 27% in 2013 compared to the same period in 2012.²⁷

Initial Signs of Behaviour Change on Downstream Supported Interventions: Most of the planned downstream projects have shown some positive sign in terms of change in the lives of the vulnerable groups. The Oyster initiative has contributed to the improved quality of oysters. Prior to capacity building on better management of Oysters, they costed D 10 per cup compared to the D 30.0 per cup for smoked oysters. Over 500 women involved reported improved household incomes. For nearly all the community level projects, the evaluation

²⁷UNDP ROAR 2013

observed improved governance for management of the projects. Community project funds have been established which are also used as sources for small loans for vulnerable groups. For example the one MFP visited during the evaluation had raised up to D 30 000.00 under a short period (6 months) of operating, the Jamally Garden initiative had raise D 6000.00 after operating for 7 months while one fish smoking project had raised up to D 16 000.00. When operating at optimal level, women in fish association reported an average of D 5000.00 per month per individual. The MFPs are reported to have reduced the work load for women in processing grain as well as relieving the girl child from such duties thereby allowing them to have more time for education. The following are selected excerpts from the communities reached during the evaluation.

The initiative has resulted in better health for women who used to process food at household level using physical pounding. Women now have more time for resting.

Female Community Member for MFP

The machines have reduced family tensions. Often we men complain if a meal is prepared late. The machine makes it possible for women to finish preparing meals on time and there is harmony in the families. Sometimes issues of meals can lead to serious tensions to the extent of exchanging blows. **Male community Member of MFP**

For the environment, results of evaluation findings, points towards some positive development outcomes during the first part of the CPAP implementation. There is some improvement on carbon emission. The MDG target was 1.8. The country has moved from a baseline of 1.19 in 2005 to a.87 against a target of 1.8.

Initial Signs of Behaviour Change on Upstream Supported Interventions for Environment: The review of the 2003 Bio-Diversity Policy and ACT resulted in greater appreciation by communities and key stakeholders of the importance of Protected Areas (PAs) and eco-systems and the role these valuable resources play in climate change and variability mitigation, adaptation, protection of bio-diversity and creation of green jobs.²⁸In response to this new knowledge, a total of 2 700 tree seedlings were planted at different disaster prone areas in 4 regions contributing to among other development gains: providing vegetation cover, climate change and variability mitigation, adaptation and flood control. To address the impact of climate related disasters the NDMA institutional framework (Policy, Act, and Strategy and Action Plan) was reviewed and Disaster Risk Reduction (DRR) and Climate Change Adaptation considerations were integrated into regional and national planning processes. Support was given to 3 national peers instructors (TOTs)on MADRID and a step down training on MADRID was offered to 35 key staff from relevant institutions.

Initial Signs of Behaviour Change on Downstream Supported Interventions: With respect to Oyster Harvesting, women now appreciate that mangroves are an important component of the environment. They prevent flooding, act as carbon sink, release oxygen, provide habitat to

²⁸UNCDF The Gambia ROAR (2014). Results Oriented Annual Report 2014

harbour wild life. As such, instead of cutting mangroves for harvesting oysters, they harvest without cutting the trees. In some areas, mangroves are being planted in depleted coastal areas. Eco-tourism has become a possibility in CRR North. The pilot initiative to provide solar energy for a school and a hospital has already started yielding positive development results. The evaluation findings noted an increase in time spent by children in educational activities. There are now better services at the hospital supported with solar energy. Solar energy has been used to pump water and increase livelihood activities for rural communities. Rural communities in CRR are now able to live in harmony with wild animals. A 300 meter Hippo barrier was constructed at identified exit points along rice fields in CRR. Communities were trained and acquired relevant skills in animal damage control techniques. The new knowledge and techniques have contributed to reduce incidents of hippo damage (from 6 cases to 3 cases per month), enhanced habitat and species protection and improved food security.²⁹Sustainable ways of bee keeping has enhanced livelihoods in Kombo North and CRR/N.

Overall Contribution of the Poverty MDGs and Environment Programme to CPAP Outcome: Given the analysis above, it could be concluded that the Poverty and MDGs programme made good progress towards the achievement of the CPAP Outcomes 1 and 2.

Contribution of the Poverty and MDGs Programme to the Achievement Of CPAP Outcomes 1 and 2	Very Good
	Good
	Moderate
	Poor

3.2.3 Governance and Human Rights

Overview of the Governance and Human Right Programme: The governance programme included support to the GoTG on strengthening oversight governance bodies which entailed support to the parliament and electoral processes. The programme also focused on improved access to justice by the poor and vulnerable groups, enhancing capacities for gender equality at nation level, public service reform and building awareness on governance and human rights issues. The programme focuses on policies and particularly ensures dissemination of the provisions therein at decentralised levels. The Governance and Human rights programme focused more on CPAP outcome 1. This section will evaluate the performance of planned outputs, their effectiveness as well as contribution of the programme to the achievement of CPAP outcomes.

²⁹ibid

3.2.3.1 Assessment of Performance of Output Results for Outcome 1

Output 1.3: *Strengthened capacities of governance institutions for accountability, justice and participation at all levels.*

Achievements: *Gender Equality and Women's Empowerment:* During the first half of the CPAP, key achievements were in the policy arena. With UNDP support the GoTG, formulated and passed the Sexual Offences Act 2013, Domestic Violence Act of 2013, and Women's Amendment Act 2012. UNDP supported the GoTG/ Women's Bureau in the National Review report on the Beijing Declaration and Platform for Action-Beijing+20 (June 2014). With support from UNDP in 2012, the GoTG developed a National Action Plan on the United Nations Security Council Resolution 1325. Support was provided for the development of the Action Plan for the African Gender Development Index. Different institutions received support to enhance service provision through capacity building of personnel and office operations support. Workshops were conducted on sexual offence and domestic violence bill in 2013. Support was provided for the review of laws, policies and Vision 2020 for gender sensitivity.

Access to justice by the Poor and Vulnerable Groups: Alternative Dispute Resolution (ADR) is a mediation system for the resolution of civil disputes in The Gambia. The Alternative Dispute Resolution (ADR) Act of 2005 saw the establishment of the Alternative Dispute Resolution Secretariat (ADRS). The 2005 ADR Act was reviewed in 2013 with a view to modernising the provisions therein and make them more relevant to the living realities of the day as well as to get it apace with developments in ADR policies around the globe. Support to ADR presents as a classic example best practice in access to justice by the poor particularly with the focus on decentralising the services at the grassroots level by establishing regional Centres in Basse (Upper River Region) and Farafenni (North Bank Region). In the same manner support to providing access to justice services was extended to the National Agency for Legal Aid (NALA) which emanated from the Legal Aid Act of 2008. NALA provides legal aid services to the poor and vulnerable groups around the country. Decentralisation of legal aid services in the form of establishment of a regional centre in Basse and institutionalisation of the Mobile Legal Aid Clinic also added a lot of value to ensuring ready access to justice by these groups. A lot more people now benefit from the services with the intervention of UNDP. Both institutions of ADRS and NALA had got their capacities strengthened, offices refurbished and operationalized equipment such as computers and generators provided and a waiting shed for clients constructed. UNDP supported institutional strengthening of both ADR and NALA through a number of activities which include support for the establishment of the sub-national Offices in Basse. Several ADR Community Mediators were trained thereby making more Mediators available at the disposal of the local communities. UNDP also supported outreach activities to include legal mobile clinics for NALA, deployment of paralegals from the Law Faculty of the University of The Gambia (UTG), training of District Tribunals and the training of community mediators for ADR.

As part of the interventions on *Strengthening Governance Institutions:* different institutions received support to enhance service provision through capacity building of personnel and office

operations. Support was provided for development of strategic and operational plan for the National Audit Office (NAO). In the same vein the Standing Orders of the National Assembly were reviewed and updated. To ensure that the NAO has the requisite capacities to audit UNDP projects a supreme Audit Institutional Assessment was conducted and it was reconfirmed that the NAO is in a position to carry out sound National Implementation Modality Audits in the country. These interventions helped to improve financial governance for the public sector. Support to the National Assembly provided the avenue among others for National Assembly members to improve relations between with their constituents through regional parliamentary Forum that aimed at a social audit on key national issues. The skills of NAMs are also regularly updated to enable them effectively scrutinise the national budget through the annual Pre-Budget Analysis Trainings and their capacities strengthened to handle their oversight functions. At the committee level, the Public Enterprise/Agency Parliamentary Select Committees were strengthened.

Newly elected councillors were trained in order to enhance their appreciation of the amended Local Government Act of 2006. The Ministry of Justice was supported to enhance institutional capacity including the development of a Strategic Plan for the first time. The National AIDS Secretariat (NAS) reviewed the national HIV policy and National HIV and AIDS Strategy Framework (NSF). In assisting their resource mobilisation efforts, UNDP provided NAS with technical and financial supported as well as for the development of the concept for potential funding from the Global Fund. Other Institutions which benefited include: Gambia Press Union (GPU), TANGO, Gambia Police Force (GPF) and African Centre for Democracy and Human Rights Studies. Institutional capacity strengthening included; conducting training among member organisations for provision of services which encompassed gender responsiveness and a human rights approach. Support to TANGO focused on strengthening planning and organisational capacities of civil society organisation and the important role they can play in the national policy formulation processes.

Human Right Based Approaches (HRBA): Training manuals in Human Rights Based Approach were developed and tested with the relevant stakeholders from both centralised and decentralised levels. Step down training was undertaken. The police force and other security personnel were sensitised on the Human Rights related instruments, the domestic violence Act and the Sexual Offenses Act of 2013. Awareness campaigns for the public on civic and voter rights were conducted through television and radio talk shows. Also responding to the human rights approach, the Government was supported through the Attorney General’s Chambers and Ministry of Justice in the development of the Universal Periodic Review Action Plan to ensure that recommendations of the UPR are duly implemented and updates provided to the relevant UN oversight institution. Additionally, UNDP through the UNV deployed two specialists to strengthen NALA in the access to justice program

Overall Rating of Output 1.3: The rating of this output is good and on track

Output 1.3	On track	Partially on track	Off Track
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Output 1.5: *Access to best practices for civil service reform at national and local levels facilitated.*

Thrust of the Output: The focus of this output is to increase the capacity of e-government and information dissemination through internet and Rural Community Information Centres (RCIC).

Achievements: Overall there is good performance of this output to date. With respect to RCIC, significant work has been done which includes the establishment of RCIC and advocacy for its services. ICT facilities for Management Development Institute (MDI) were upgraded and enhanced through the provision of office equipments. MDI also benefited from consecutive training of junior, middle level and top level staff in performance based management. Consultancy work was also done for the completion of the National Volunteer (NV) policy which resulted in the recruitment of a national UNV for Vol-Net and the review of the development of service. An international UNV was also recruited for Vol-Net as a coordinator. *Support for e-government:* Major stakeholders were consulted successfully on the feasibility study for scaling up of the government data centre. Government staff was trained on gov.com. About 50% of web servers were installed in 2013.

Challenges: By and large, this output was successful despite some shortcomings which include; lengthy contract signing especially given that this is a specialised technical area of support. The area of focus has very few experts. Stakeholders also face challenges in appreciating reports generated from this output.

Overall Rating of Output 1.5: The rating of this output is good and on track

Output 1.5	On track	Partially on track	Off Track
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Challenges

Programme Focus Wide Limited Cohesion: Despite the fact that a lot has been accomplished through the various outputs, initial analysis observes that the governance and Human Rights Programme is too broad and this may hinder meaningful translation of outputs to the outcomes. In addition a broad programme implies working with a huge number of IPs. For instance the Governance and Human Rights programme works with at least 15 sub-IPs. While the Governance programme addressed a number of issues, the programme design and choices, neglected the important governance problem identified in the PAGE and other supportive programme plans. Of particular note are the issues of addressing corruption which negatively impact on other planned outcomes in the poverty reduction programme components.

Late Formulation of Policies and capacity for Implementation: Analysis of completion of planned outputs indicates that there are delays on the implementation of the UNSCR 1325

Action Plan, whilst Research on the impact of access to the justice and rule of law is also taking long to be undertaken.

Table 7: Overall Rating of Governance and Human Rights

Outputs	On track	Partially on Track	Off Track
Outcome 1.			
1.3: Strengthened capacities of governance institutions for accountability, justice and participation al all level			
1.5: Access to best practices for civil service reform at national and local levels facilitated			
Overall rating of Governance and Human Rights Programme			

3.2.3.2 Contribution of the Governance Programme to CPAP Outcome 1

Outcome 1: *Capacities of institutions responsible economic management and governance for inclusive growth that benefit women and men and evidence based policy formulation and implementation*

Selected Governance and Human Rights Indicators: Table 8 presents a number of selected governance indicators from the main sources of governance rating. An analysis of the results will assist assessment on the degree of programme contribution to the achievement of CPAP outcome 1. It should be noted the governance results are also dependent on development contribution from other programme areas especially poverty reduction and MDG programme.

Table 8: Selected Outcome indicators for Progress on Governance and Human Rights Programme

Outcome Indicators Planned/Other	Baseline Data	Target 2016/15	Status 2013/14	Direction
Ibrahim Index on African Governance	27/51(2012)		22/51 (2013)	↑
i. Safety and the rule of law (Rule of Law, Accountability, Personal Safety, National Security)	29	N/A	29	→
ii. Participation and Human Rights (Participation, Rights, Gender)	32/51		41/51	↓
iii. Sustainable Economic Opportunity (Public Management, Business Development, Infrastructure, Rural Sector)	17	N/A	11	↑
iv. Human Development (Welfare, Education, Health.	18		15	↑
Country Governance Rating (AfDB 2014)	2.8		2.92	↑
1. Property Rights and Rule based Governance	3.0		3.0	→
2. Quality of Budgetary & Financial Management	3.0		3.5	↑
3. Efficiency of revenue mobilisation	3.0		3.0	→
4. Quality of public administration	3.0		3.3	↑
5. Transparency, accountability & corruption in public sector	2.0		1.8	↓
Transparency International Corruption Perception Index	105/177 (2012)	N/A	127/177 (2013)	↓

Initial Signs for Behaviour Change on Upstream Interventions: The results on the governance table (Table 8) demonstrate, though not so huge, positive progress towards the realisation of good governance in The Gambia. The support given under this programme contributed to the positive results on quality of budgetary and financial management, and quality of public administration especially through the capacity building of National Auditing Office (NAO) and Ministry of Justice (MoJ). As indicated in the earlier sections of this report The Gambia has a rich gender equality policy environment. The publication in 2014 of the National Review Report on the Beijing Declaration and Platform for Action-Beijing +20 will usher in a new era in The Gambia where there is a rich source for gender equality statistic.

Challenges: The current programme has not adequately or not at all addressed issues of corruption that negatively impact on many aspects of development in The Gambia. The evaluation observed that limited work had been done on corruption despite the issues being a priority under PAGE Pillar 4. There are however promising developments. Under the current

CPAP, A Draft Strategic Plan for the Ministry of Justice has a component on anti-corruption, which could hopefully contribute towards addressing corruption. The focus of the programme is also too wide thereby affecting its effectiveness. Despite having a very rich gender equality policy environment, the policies have not adequately translated into positive development outcomes. Women constitute only 10% of the National Assembly representation against the national target of 30%. Only 21 out of 205 Local Authority positions are held by women. The participation of women in peace keeping missions still remains low below the national target of 50%.³⁰ Another challenge is that completion of policy formulation takes too long let alone the operationalisation of such policies. According the National Review Report on Beijing plus 20 of 2014, despite the enactment of Domestic Violence and Sexual Offences Act, the capacity of the relevant institutions to enforce these innovative reforms remains a challenge. While the governance initiative supporting access by the poor to justice is a laudable initiative, there appear to be no explicit exit strategy for the sustainability of the programme.

Overall Contribution of the Governance and Human Rights Programme to CPAP Outcomes:

Against the backdrop of the discussion on Governance and Human Rights programme, the team of consultants note that while most of the planned outputs were accomplished. However, latest international assessments on governance indicate that governance ratings are still low in The Gambia. As such the contribution of the governance programme to outcome results at the Mid Term is relatively low. From an evaluation perspective, the 2- 2.5 year period may still be too short for the governance component to yield significant results. On the other hand, given the country governance context to date the programme has contributed to the achievement of the CPAP outcome albeit modestly. The governance programme did not have outputs and programme intervention for the CPAP outcome 2. As such, the programme only made modest contribution to the achievement of CPAP outcomes.

Contribution of the Governance and Human Rights Programme to the Achievement Of CPAP Outcomes 1 and 2	Very Good
	Good
	Moderate
	Poor

An analysis of UNDP ROAR 2013 shows that the CO was tracking CPAP programme outcome “results”. As indicated in earlier discussion, the consultants view the suggested outcome results as process results. However, the information is important in contributing to the evaluations’ assessment of performance of the programme at the outcome level. As of 2014, most of the outcome indicators had made significant progress or had achieved set targets (See table 9) which highlights progress against the set outcome indicators.

³⁰UNDP/ Women’s Bureau (2014) National Review Report on the Beijing Declaration and Platform for Action- Beijing + 20 .The Republic of the Gambia.

Table 9: UNDP CO Progress on Suggested CPAP Outcomes

Outcome Indicator	Degree of Achievement
1. Number of acts, policies, action plans, reports, training manuals developed	significant
2. number of planning and monitoring units strengthened	significant
3. number of knowledge tools (PFM) developed	significant
4. number of people accessing Legal Aid and ADR mechanisms	Some progress
5. number of fora on citizen engagement and social audit	significant
6. number of beneficiaries from Social Protection Services	significant
7. Number of civil servants trained	Target surpassed
8. Number of Rural Information Centre and Documentation Centre established and operationalized.	Target Surpassed
9. Number of Renewable energy system and Multi-Functional Platform established and operationalized	Target Reached
10. Number of DRR structures strengthened at local level	Significant progress
11. awareness of Rural people on civic rights and duties, Human Rights, ADR/Legal Aid increased	Target Reached
12. Number of PLHIV network and support group strengthened and trained on treatment literacy.	Target reached/surpassed
13. evidence of specific measures implemented by government and/or development partner on the basis of MDG Action Plan prepared in 2012	Some progress
14. A policy framework for public/private partnership on investment in sustainable energy established	No progress

Source: Modified from RAOR 2013

3.3 Efficiency

Efficiency responds to the following key evaluation questions: i) how appropriately and adequately were the available resources used to carry out activities? ii) To what extent were activities managed in a manner to ensure the delivery of high quality outputs?

Appropriate Use of Resources: To a large extent resources were efficiently used. This is in large part due to the use of the HACT system through the use of Funding Authorisation and Certificate of Expenditure and (FACE) and Itemised Cost Estimate (ICE). IPs have been trained on the HACT modalities. Interviews with IPs have shown that there is great buy in into the HACT modalities by the IPs. They understand the need for documentation of spending and the need for accountability. The evaluation noted that effective use of the HACT modalities was prevalent among institutions where there was a qualified finance personnel and good synergy in planning between finance and administration units and programme delivery units. Despite the efficient use of resources, IPs indicated delays in disbursement from UNDP which are

mainly due to bureaucracy. UNDP also acknowledged this challenge. While the standard turnout for the responses for completed request is 3 days but in reality the current turnaround is between 7 and 10 days. The evaluation observed challenges with quality of procured equipment and services for projects and this may affect efficient use of resources. As such UNDP resources may not be put to good use due to sub-standard services. The capacity of some IPs to procure inputs for projects is low.

Adequacy of Resources: The Gambia is a low income country, ranked 165 in the 2013 Human Development Index (HDI), and the Government of The Gambia relies heavily on donor funding. Table 10 shows the resources envelop for the CPAP since 2012. The UNDP country Office will also manage an addition USD 8.3 million for Global Environmental Facility (GEF) for the environment sector.

Table 10: Total Budget for Period 2012 to 2014 Disaggregated by Source of Funding

	Total	TRAC	non TRAC
2012	2,409,652	2,264,490	145,162
2013	2,852,286	2,735,000	117,586
2014	4,985,314	3,111,284	1,874,030

An analysis of expenditure level indicates that the resources are relatively adequate for the programme.

Management of Activities for Timely Delivery of Outcomes: The decision to have all implementing partners work within 1 work plan is a novel idea that must be commended. Having a single work plan allows all IPs to work towards one goal and perceive their work as being part of a larger goal. A review of the Annual Work Plans for 2012, 2013 and 2014 has shown that there is considerable delay in the implementation of activities by IPs. Table 11 shows that 44.9% of activities in 2012 were delayed, resulting in postponing activities to the next quarter or following year. The main reason for delays of activities in 2012 was the late signing of the Annual Work Plan (AWP) which was signed mid-year 2012. However, there was a huge improvement in the timing for signing the AWP for both 2013 and 2014 where they were signed 1 February 2013 and 2014 respectively. This implies a lost month for programme delivery. Timely signing of the AWP positively impacted on better delivery rates. The year 2013, saw high implementation and delivery rate 80% way above the minimum average 60%. An assessment of the quarterly monitoring reports showed high level of delayed activities of 46%.

Delivery Rates: Table 11 and Figure 3 show the delivery rates for the CPAP planned outputs under the two outcomes for 2013 and 2014.

Table 11: Delivery Rates for CPAP Planned Outputs 2013 & 2014

Outputs	2013				2014	
	Q1	Q2	Q3	Q4	Q1	Q2
Output 1.1	2.8%	18.4%	41.5%	82.5%	9.3%	29.2%
Output 1.2	4.5%	6.7%	33.2%	49.3%	2.5%	2.1%
Output 1.3	17.2%	35.5%	52.4%	99.4%	33.0%	55.4%
Output 1.4	14.1%	17.2%	23.1%	47.6%	0.9%	17.4%
Output 1.5	2.2%	7.6%	18.6%	49.5%	6.4%	27.4%
Output 1.6	7.2%	32.4%	44.1%	79.5%	40.6%	35.3%
Outcome 1	7.5%	21.2%	39.3%	76.1%	21.5%	36.5%
Output 2.1	-1.0%	22.4%	47.6%	83.8%	2.6%	14.0%
Output 2.2	0.0%	25.4%	52.4%	109.2%	2.1%	9.4%
Output 2.3	0.0%	0.0%	72.5%	99.5%	6.0%	63.3%
Outcome 2	-0.7%	22.3%	49.6%	90.1%	2.6%	14.8%

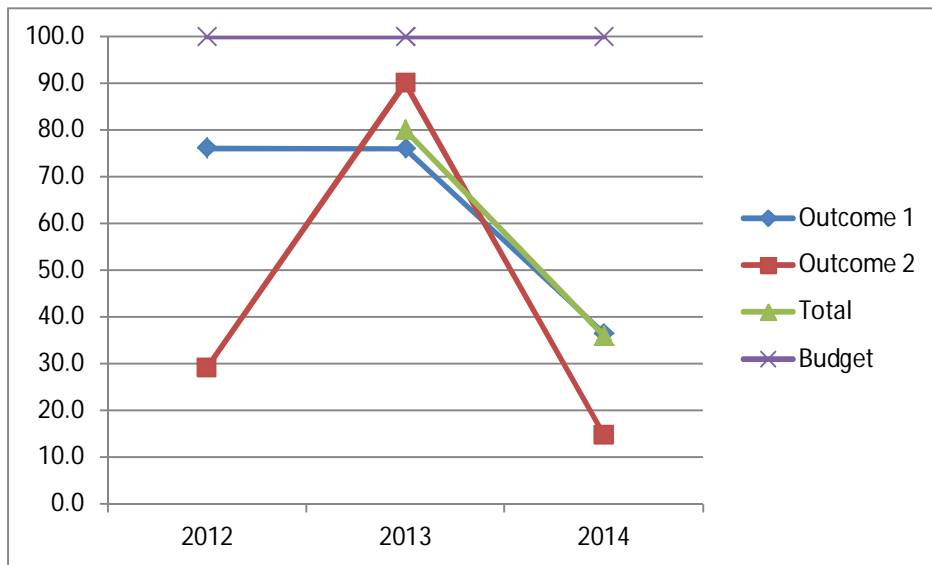


Figure 3: CPAP Expenditure Levels 2012 to Mid 2014

Figure 3 uses data from Table 11. The first year of the CPAP (2012) saw a number of delays leading to the programme starting in June. The negotiations included a cross section of all stakeholders (from Government to CSOs) leading to the CPAP starting late. Other delays were a result of change in management structure for CPAP such as the abolition of Program Management Units (PMU) at IPs in favour of two PMUs housed at the Ministry of Finance and Economic Affairs (MOFEA) and the Ministry of Trade Industry and Employment (MOTIE). All IPs were now under one of the two Ministries, which now acted as Main IPs with other IPs as sub

IPs. This also meant that all procurement requests (HACT forms) had to pass through the relevant main IP before being forwarded to UNDP. Breaking down delivery rates by Outcome show that Outcome 2, which reads "*Sustainable livelihoods security enhanced for the disadvantaged groups, through the promotion of income diversification opportunities and better management of environmental resources*" has serious problems with delivery. Barely 30% of funds for outcome 2, were utilized in 2012 and worse, only 14.8% in 2014. These are disturbing numbers given that the period covered for these two years is half a year for each (last two quarters of 2012 and first two quarters of 2014). Discussions with UNDP indicated that the low delivery rate is mainly due to the fact that a large amount of the fund allocated for this output is tied to a new project initiation that will kick start in the third quarter of 2014. A significant improvement was made in 2013 with 90% of funds being disbursed. Delivery rates were higher for Outcome 1 on average with 2012 and 2013 seeing delivery rates above 70%, an acceptable level. So far, 2014 has been subpar with only 36.5% of funds disbursed. The main reason being a delay in the implementation of the EMPRETEC which was supposed to start earlier in the year but will have activities kicking off during the second half of this year. The figure for 2014 ignores non TRAC funding sources. Delays in implementation of activities by IPs play a major part, an issue to be discussed below, but the late starting of activities for the year due to the late completion and approval of the Annual Work Plan also plays a major role. The AWP for 2014 was completed at the end of January 2014 and approved by the Program Board early February. The process of IPs having to submit their request initially to their main IP which is passed on to UNDP means that by the time activities are started for the new year, two months have already passed. This has the effect of shortening the implementation time to less than a year. As a result, even if there are no delays in implementation by IPs, delivery rates would still be low for the first half of the year. There is therefore a need for considering completing the AWP during the fourth quarter of each year.

3.4 Sustainability

Sustainability deals with the following: i) The extent to which programme benefits are likely to continue beyond programme termination; ii) The degree to which UNDP has been able to support its partners in developing capacities and mechanisms to ensure the durability of effects. iii) Assessment of the degree to which programmes were designed to ensure a reasonable handover to local partners.

Continuity of Programme Benefits: An analysis of CPAP 2012-2016 across all programme areas (Poverty Reduction and MDGs, Governance and Human Rights, and Environment) point to a very high degree of potential continuity of programme benefits. The support to the development of policies, strategic plans, action plans and other legislative reforms provides a strong basis for continuity of benefits. With UNDP support, new institutions for access to justice (ADRS, NALA) have been established. Such institutions have been established through Acts of Parliament and hence likely to last. Other governance institutions whose capacities to provide respective services have been strengthened include NDMA, NAO, NA, just to mention a few. The downstream projects that are wholly owned by communities are already showing signs of sustainability through the creation of community funds which are used partly for maintaining

the equipment supply and providing seed money for small loans for other livelihood initiatives. The strong country ownership to CPAP programme delivery will also ensure continuity of programme benefits.

Partner Capacities and Durability of Effects: The CPAP 2012-2016 contributed to the enhancement of capacities across programme areas. Use of the National direct Execution (NEX) modality ensures that capacity gains were embedded in the IPs. Almost all programmes had a capacity building component targeting enhanced skills among IPS to effectively provide services. However, as indicated in earlier sections, staff attrition in the public sector and sometimes limited resources to operationalise policies, strategies and action plans may reduce durability of effects. One noted challenge for sustainability is absence of an explicit strategy for transfer of skills to newly established institutions which are heavily reliant on IUNVs. While IUNVs are a good source for building partner capacities, there is need for working on a detailed sustainable approach for skills transfer.

Programme Design for Reasonable Handover to Local Partners: Across almost all the practice areas, there is ownership of programmes by the IPs. Institutions are in place and the policy context provides guidance for the country to continue with services. This CPAP has demonstrated beyond doubt efforts taken by UNDP CO to ensure that the GoTG owns programmes. The NEX Modality also contributes to that country ownership. As indicated in earlier sections, the design of the downstream UNDP supported initiatives, provide a best practice for a model that guarantees reasonable handover to local partners. Sustainable elements for programme implementation are enshrined in the design and there is an explicit exit strategy characterised by project handover to both communities and the host government. However, this approach is not evident for upstream policy support, for instance, support to ADR and NALA lacks a clear exit strategy. Consultation with IPs point to some level of continued dependence on UNDP financial support on effective operationalisation of government programme interventions. Against this backdrop, the design of the CPAP should consider innovative mechanisms which address the core problems for development sustainability of the Gambia.

4.0 Programme Management and Coordination

Culture of Learning and Knowledge Management: The assessment noted some positive improvements in communication within the office to address observed challenges of silo-programming of the CPAP that had been identified in the terminal evaluation of the CPAP 2007-2011). In order to improve synergy and information sharing, all Programme Units meet as a team once a week and Programme Units meet with operations unit once a month. This has improved information sharing across units and administrative related activities linked to programme delivery. The evaluation observed that as a country office, there is limited exposure to in house training. A limited number of UNDP staff has been exposed to training in human rights approach to programming and gender mainstreaming. Consultations with UNDP staff showed limited staff competencies in applying cross cutting issues in programme implementation and monitoring. The assessment also revealed that the CO was not yet

compliant to the Corporate Gender Strategy (2013-2017). The country has not yet had a gender audit which would provide country self-assessment on areas of focus for increased competencies for gender mainstreaming. Subsequently, the country does not have an operational action plan for the Gender Seal.

Results Based Approach to Programming: The assessment noted limited application of a results based approach to CPAP programming. This is derived from observation that the outcome results for programme areas are not **explicitly** defined and the ‘Outcome’ indicators in the CPAP (2012-2016) are in fact process/Output indications. For example under the poverty outcome area, while UNDAF outcome indicators focus on change at outcome level, the UNDP CPAP outcome focus on change at process level (see Annex).

Table 12: Examples of Outcome Indicators for UNDAF and CPAP

Outcome	UNDAF Indicators	Outcome	UNDP CPAP Outcome Indicators
1. On pro poor policies and poverty reduction	HDI B. 0.039 T. 0.04		HDR report produced
	Pop below poverty Line B. 34% T. 15%		# of sectoral plan produced
2. Environment	Proportion of Pop ⁿ using alternative energy source B. xx Txx		# of MFPS established
	Rate of Carbon Emission		

The point is the One Programme documents and CPAP, while broadly aligned to the UNDAF, fell short of articulating appropriate indicators. If the UNDP CPAP had even taken the UNDAF indicators as was, it would have done well on that score. There is no urgency for tracking progress on higher level results such outcome indicators. The articulation of programme output results could also be improved. The same could be said of implementing IPs whose capacity in a results based approach could also be enhanced. This is despite the fact that UNDP has conducted some training on RBM for IPs.

Monitoring and Evaluation (M&E): The CO has an M&E Specialist. The review of M&E has noted a comprehensive M&E system involving nearly all the IPs. Quarterly Reports are generated timely and they provide a valued resource for tracking progress for CPAP activities. Another positive observation was the fact that there are regular field monitoring exercises in partnership with IPs. However, one area where M&E could strengthen effective monitoring of the CPAP is to improve data collection on higher level results. Where possible, selected project interventions are evaluated to better inform the programme delivery performance. In 2012, 7 terminal projects evaluations were conducted; in 2013, an evaluation of election project was conducted. Results of this MTR revealed there were plans for conducting outcome evaluations for selected components. Despite the fact that development of CPAP utilised the results based approaches with clear guidelines, the evaluation noted that more could be done in enhancing

capacities of both UNDP staff and IPs in a results approach to programme implementation and monitoring.

Coordination of the CPAP (2012-2016): The implementation of the CPAP is supported by unique coordination structures which include; the Outcome Groups and the CPAP Programme Board. Outcome Groups are made up of IPs whose work activities contribute to the accomplishment of CPAP outputs under respective outcomes (Outcome 1&2). The groups meet regularly to discuss progress in planned activities. This is a best practice in terms of cementing country ownership of the CPAP Programme. Respective UNDP staff including the M&E Specialist participates in these groups. As highlighted in earlier sections, Outcome Groups track progress made in execution of planned activities for the outputs. The governing board of the CPAP is co-chaired by the Secretary General (Head of the Public Service and the UNDP Resident Representative). Two IPs (MOTIE and MOFEA), are represented in the board. The Board serves as an overall Policy Advisory Team. Other strategic sector representatives include TANGO representing civil society and GCCI representing the private sector. The board meets regularly. Observed challenges for the board included absence of representation in the board of the environment sub-component. The assessment also observed limited capacity for the board on monitoring high level results for the CPAP.

Further consultation with CPAP stakeholders (Validation Workshop) suggest the need to have middle layer of CPAP oversight, made up of Permanent Secretaries of key Ministries leading in the implementation of the CPAP. Such a coordinating body would be called the Permanent Secretaries Committee (PSC). While the Governing Board provides Overall Policy guidance, the PSC would primarily focus on achievement of CPAP outcomes and provide strategic direction for effective and efficient implementation of the CPAP. The Outcome Groups, would continue to track delivery of planned activities and outputs as planned. An analysis of the coordination mechanisms observed delays in implementing planned interventions which were mainly due to the many layers of reporting and approvals (IP and sub –IPs). The evaluation also observed a large number of sub-IP (over 50 Sub-IPs). The consultants suggests that future design of the CPAP especially the next CPAP, while focusing on leaner and effective programmes, should also consider a doing away with Sub-IPs and working with Lead Ministries and Institutions (IPs) for the CPAP programmes. For example the Poverty and MDG component could select 4-5 key IPs who are critical for the delivery of their key outcomes. The same would hold for both Governance and Environment.

UNDP Contribution towards Delivering as One: The evaluation noted that UNDP as the agency responsible for coordinating other UN agencies has made efforts towards delivering as one. UNDP office is the chair for the programme coordination for the UNDAF. UNDP currently has a Joint HIV/AIDS programme with all UN Agencies with UNAIDS as the lead agency for HIV/AIDS. All UN agencies are involved in the Sahel Humanitarian Needs Initiative. Under this initiative, three joint programmes are planned as follows; (i) Food Security Initiative responding to The Gambia Vision 2016. A concept note is already in place. UNDP and FAO will lead on the Food and Security Initiative. (ii) The second Joint programme will be on nutrition. This is a flagship programme for UNCT team where the country programme will work towards zero malnutrition in the Gambia. UNICEF will be a leading agency. (iii) The third area is on Disaster Reduction, led

WFP. The UNCT will engage in fundraising for the joint programme. During the CPAP period under review, successful joint activities included training of selected UNCT members on a results based approach and gender mainstreaming. There was also a joint project monitoring visit by the UNCT on programmes being implemented under the UNDAF. The consultation with stakeholders noted relatively limited implementation of joint programmes during the first half of this CPAP.

Aid Effectiveness: The PAGE 2012-2015 has a total project cost of D 27.52 billion of which 35% will be raised internally by government and 65 externally. Some notable progress was noted in aid effectiveness.³¹ With UNDP support the Gambia for the first time developed the Gambia AID Policy (GAP) which was validated by development partners in 2013. The GAP will serve as a framework for aid management in The Gambia. The PAGE is vehicle for donor intervention. During the period 2012 to 2013, The Gambia trebled the grants from donors from a baseline of USD 5.00 million in 2012 to a high of USD 14.00million dollars in 2013.³² Efforts were also made to develop a data base for development partners and aid flows. However the quality of the database did not meet the Ministry of Finance specifications and the data base was hosted outside The Gambia making it non sustainable. Despite the achievement noted, a lot still remain to be done with respect to: effective use of donor aid in ministries, harmonisation of development partner efforts, development of functional and effective aid coordination structures for development partners and working towards Sector Wide Approaches (SWAPs) to support priority sectors of development. To date coordination of development partners has proved to be very difficult given their non-presence in The Gambia. Planned activities for a donor coordination meeting have been postponed since 2013. In an effort to address the problem of physical presence of donors in The Gambia, consultation revealed a plan for a donor coordination meeting in September 2014 to be held in Dakar where most donors are resident.

5.0 Cross Cutting Issues

This section looks at the degree to which the UNDP supported CPAP programme embrace the Human Rights Based Approach (HRBA), integrated gender equality and women's empowerment, environmental concerns and a poverty reduction approach (livelihoods) to programme design, implementation and monitoring.

Human Rights Based Approach (HRBA): A close analysis of the CPAP (2012-2016) shows that to a large extent, the programme design particularly interventions for the governance component provided avenues for addressing a human rights approach. Programmes such as ADR, Legal Aid, capacity training for police and media CSOs had strong HRBA component. However, the HRBA was not adequately applied across other programme areas such as Poverty Reduction and MDGs as well as the Environment Programme.

³¹Republic of the Gambia Revenue Development Foundation and UNDP (2013) Development Cooperation Report of The Gambia 2012.

³²Republic of The Gambia (2013). National AID Bulletin of the Gambia.

Gender Equality and Women's Empowerment: To a large extent, CPAP across programme areas addressed women's empowerment elements particularly due to the fact that Outcomes 1 and 2 of the CPAP had a specific target on women and vulnerable groups. However, closer analysis points to the fact that targeting women for programme delivery is not a panacea for addressing gender equality issues. UNDP staff competencies on gender equality issues remain relatively low. The fundamental framework for such capacities (Organisation Gender Audit, compliance to the UNDP corporate gender equality strategy) remain absent in the CO. On the other hand, as with the HPBA, the Governance programme significantly addressed gender equality issues within its own programme interventions.

Integrating Environmental Concerns in Development: Addressing environmental concerns in all aspects of development is critical to sustainable development. The CPAP through the environment programme made significant efforts to enhance the capacity of sectors in addressing environment. Addressing environmental concerns in programme intervention on Poverty Reduction and MDGs programme was visible.

HIV and AIDS: The evaluation observed that HIV and AIDS was mainly a standalone intervention for the governance programme. HIV and AIDS concerns were not systematically mainstreamed in the programme design and M&E of other programme components such as Environment, and Poverty Reduction and MDGs despite the fact that this is relatively very important.

Capacities for Addressing Cross Cutting Issues: The discussion above points to the need for a proactive effort to enhance skills of IPs and UNDP staff for integrating cross cutting issues into programming. Addressing these cross cutting issues will contribute to improved development results, for example, addressing gender equality in all aspects of development contributes to improved indicators for development such as health and education status, income levels and more. In the same vein, addressing environmental concerns contributes to sustainable management of resources, for instance, the Oyster initiatives which was a livelihood poverty reduction project was able to integrate environmental concerns which resulted in better conservation on Mangroves.

6.0 Lessons Learnt

The CPAP 2012-16 midterm review has generated a number of lessons which can be useful for the implementation of the second half of the programme.

Lesson 1: Programme Management: Current practices of strong communication between UNDP programme Units (meet once a week) and Operations Unit (meet once a month), contribute to synergy among programme components and effective management of delivery of the CPAP programme. This has made it possible for a relatively small office to successfully implement a huge programme.

Lesson 2: Country Ownership: Sustainability of downstream programme initiatives supported by UNDP have been grounded on a strong foundation of country ownership, good governance

structures and establishment of sustainable community funds around projects (Women's Gardens, Multi-Functional Platforms, Smoked Fish Project). The commitment of the UNDP Country Office to the empowerment of IPs necessitates country ownership in programming. Mutual consultation and involvement of the GoTG at all stages of the CPAP 2012-2016 implementation further cement strong country ownership.

Lesson 3: IP Capacity: Capacity strengthening for IPs to ensure effective delivery of the CPAP programme should be a continuous and regular process that addresses the observed capacity gaps. High attrition among government employees, often attributed to low remuneration, contributes to limited capacity for programme implementation.

Lesson 4: Clarity on Results: There is need at the programme design stage for both UNDP programme staff and the respective IPs to be clear and conscious of the results they want to achieve (Output and Outcome results). This knowledge is likely to assist implementers in putting the right level of effort to achieve the results through a well-defined set of programme interventions. The quest for monitoring progress towards achievement of such results throughout the programme period becomes clear and focused.

Lesson 5: Monitoring for Higher Level Results: The current M&E framework while effectively tracking progress at the activity level, has not adequately incorporated elements of tracking high level results such as outcomes.

Lesson 6: Outcome Results Formulation: The current formulation of CPAP outcome results is not crafted in a manner that adequately provides guidance and efficiency in programme implementation. They are not properly aligned to the UNDAF and UNDP corporate Outcomes. CPAP remains ambitious and requires greater focus which would result in more visible impact of programme interventions.

7.0 Strategic Positioning

This chapter focuses on strategic issues with respect to moving forward with the last half of the CPAP. The CPAP 2012-2016 was developed when the first UNDP Strategic Plan 2007-2011 had just come to an end. It was therefore designed at a time (2012) when there was technically an absence of an updated strategic document. The second UNDP strategic framework was developed for 2014-2017. As such it is important for this new UNDP SP (2014-17) to provide relevant strategic direction in the operationalisation of the second half of CPAP 2012-2016. It is also important to note that the CPAP 2012-2016 was developed concurrently with the PAGE 2012-2015. Despite the fact that the GoTG was involved in the CPAP formulation, the PAGE was not yet officially out. As such, there may still be important aspects of national development priorities which may require explicit alignment. In addition, UNDP Strategic Positioning for the last half of the CPAP 2012-2016 will also be informed by the emerging findings of this MTR. This section will be organised as follows:

- i) Emerging issues
- ii) Strategic alignment to corporate and national development priorities

- iii) Key areas for consideration in the design of the second half of the CPAP.

Emerging Issues

Policy issues and CPAP Outcomes: The evaluation has identified a number of emerging issues at policy level which are important for the potential revision of the current CPAP.

- i. All programme areas (Poverty Reduction, MDGs and Environment and Governance & Human Rights) share 2 common CPAP outcomes. The two outcomes are not either poverty or governance but poverty reduction focus with governance and environment as cross cutting issues. All our various interventions contribute to the outcomes of the one country programme. The review observed that programme areas are not adequately covered by the existing outcomes (CPAP Outcomes 1 and 2). For greater impact and clearer outcome results, there is need for the CO to consider 3 separate outcome areas.
- ii. The MTR review observed that the current outcomes are not explicitly and adequately aligned to the development priorities outlined in the PAGE 2012-2015.
- iii. The development of the current CPAP outcomes lacks **adequate** alignment to the UNDAF outcomes for the current programmes.
- iv. New UNDP SP has 7 outcomes. It would be important for the UNDP CO to have programme outcomes that also contribute to the achievement of UNDP corporate outcomes. UNDP does not have to contribute to all 7 UNDP SP outcomes but should embrace as many corporate outcomes as would support the identified national development priorities.
- v. UNDP SP also has one outcome on gender equality and women's empowerment. In addition the UNDP Gender Equality Strategic Plan of 2014-17 also highlights expected interventions at country level. As such the country office should consider outcomes that embrace issues of gender equality and women's empowerment.

Programme Related Issues: The MTR observed a few areas for potential UNDP strategic positioning for the second half of the CPAP. The following are the key issues:

- i) Combining Poverty Reduction, MDGs and Environment as one programme area is not in sync with the priority issue areas suggested in the current UNDP SP 2014-2017. This approach is also likely to underplay effectiveness of delivery of the environment component. Given the fact that UNDP will now oversee the implementation of GEF project, it is more efficient to have environment as a separate programme area.
- ii) The MTR observed limited capacities across programme issues areas to systematically integrate cross cutting issues such as HRBA, HIV/AIDS, Environmental Concerns, Poverty Reduction (livelihoods) and Gender Equality and Women's Empowerment. This calls for all programme areas to have a deliberate strategy for integrating these issues in programming including their ability to report on the impact of such integration.
- iii) The design of the current governance programme is relatively widely spread. There is need for considering a lean programme with carefully selected programme

interventions that would contribute to improving governance ratings at the outcome levels.

- iv) A review of the PAGE and the current CPAP programme notes that development aspirations for the GoTG on addressing corruption issues are not adequately catered for.

Against this discussion, the consultants suggest development of three programme areas and three outcome areas all aligned to UNDP SP 2014-17, PAGE 2012-2015 and UNDAF. Table 13 presents the suggested areas of programming and outcome areas.

Table 13: Suggested Programmes and Recommended Outcome Areas

UNDP SP 2014-2017	PAGE 2012-2015	UNDAF 2012-2016	CPAP 2012-2016
Poverty Reduction and MDGs			
<p>Outcome 1: Growth and development are inclusive and sustainable, incorporating productive capacities that create employment and livelihoods for the poor and excluded.</p> <p>Outcome 7: Development debates and action at all levels prioritise poverty, inequality and exclusion consistent with our engagement principles.</p>	<p>Pillar 1: Accelerating and sustaining economic growth</p> <p>Pillar 3: Strengthening human capital stock to enhance employment opportunities</p>	<p>Outcome 1: Capacities, institutions strengthened and policies in place for pro-poor & equitable distribution of economic growth, employment, planning and budgeting</p>	<p>Outcome 1: Capacities of institutions responsible for economic management and governance for inclusive growth -----</p> <p>Outcome 2: Sustainable livelihood security enhanced for the disadvantaged groups, through promotion of income diversification-----</p>
Governance and Human Rights			
<p>Outcome 2: Citizen expectations for voice, development, the rule of law and accountability are met by stronger systems of democratic governance</p> <p>Outcome 3: Countries have strengthened institutions to progressively deliver universal access to basic services.</p> <p>Outcome 4: Faster progress is achieved in reducing gender inequality and promoting women's empowerment.</p>	<p>Pillar 4: Improve governance and fighting corruption</p> <p>Pillar 5: Reinforcing social cohesion & cross cutting issues</p>	<p>Outcome 8: Institutions & capacities of state actors, non-state actors and oversight bodies enhanced---</p> <p>Outcome 7: Improved gender equity, equality & women empowerment</p>	<p>Outcome 1 – As above</p> <p>Outcome 2: As above</p> <p>Should consider developing one Outcome for governance and Human Rights aligned to new UNDP SP, PAGE and UNDAF.</p>
Environment			
<p>Outcome 5: Countries are able to reduce the likelihood of conflict, and lower the risk of natural disasters, including from climate change.</p>	<p>Pillar 1: Accelerating and sustaining economic growth</p> <p>Pillar 5: Reinforcing social cohesion & cross cutting issues</p>	<p>Outcome 1: Capacities, institutions strengthened for pro-poor and equitable distribution of economic growth ----</p> <p>Outcome 3: Environmental sustainability & risk reduction systems and services operationalised</p>	<p>Outcome 1 – As above</p> <p>Outcome 2: As above</p> <p>Should consider developing one Outcome for Environment aligned to new UNDP SP, PAGE and UNDAF.</p>

8.0 Conclusion and Recommendations

Tables 14, 15 and 16 summarise the ratings for the performance of CPAP outputs, contribution of programmes areas to the achievement of CPAP outcomes and rating of the four evaluation criteria.

Table 14: Performance of Output Results for CPAP 2012-2016

Outputs	On track	Partially on Track	Off Track
Outcome 1.			
1.1: pro-poor policy planning and Budgeting capacities of national and local level institutions strengthened			
1.2: Strengthened statistical capacities for informing evidence based policy formulation, implementation and monitoring at all levels			
1.3: Strengthened capacities of Governance institutions for accountability, justice and participation at all levels			
1.4: Social protection framework formulated and implemented in partnership with relevant UN Agencies			
1.5: Access to best practices for civil service reform at national and local levels facilitated			
1.6: Pro-poor climate resilient development strategy formulated and adopted for achieving sustainable energy for all			
Outcome 2.			
2.1: Small producers, particularly women, youth and vulnerable groups access and utilise productive resources and markets through value addition facilities --			
2.2: Capabilities for skills, access to technology, information and knowledge for women, youth and vulnerable groups enhanced.			
2.3: Sustainable use of environmental resources enhanced			
Overall Rating			

Table 15: CP Rating Against Performance of Programme Components

Programme contribution to the achievement of CPAP Out Outcomes				
Programme Area	Ratings			
	Very Good	Good	Moderate	Poor
Poverty Reduction and MDGs		Good		
Environment		Good		
Governance and Human Rights			Moderate	

Table 16: CP Rating Against the Four Evaluation Criterion

Evaluation Criteria	Very High	High	Moderate	Low
Relevance		High		
Effectiveness			Moderate	
Efficiency		High		
Sustainability	Very High			

Poverty Reduction and MDGs: Overall, the poverty and MDG programme is doing very well with all outputs on track; an output which has always been on top of delivery. The programme has significantly contributed to the achievement of CPAP outcomes. A quick analysis of relevant indicators (see table 5) shows pleasing results at the outcome level. HDI at mid-2014 has surpassed the 2015/16 targets having moved from 0.390 in 2011 to 0.439 in 2014 surpassing the target of 0.420. According to the world Bank Poverty Ranking, there is a slight improvement where the country is ranked 165th out of 187 in 2013 as compared to 168th in 2011. According to the African Development Bank (2014) quality of public administration has improved from 3.0 to 3.3 while quality of budgetary and financial management has improved from 3.0 to 3.5. National level data from The Gambia Revenue Authority show pleasing results with revenue collection surpassing planned targets for 2012 and 2013. The MTR also noted significant progress in the development of supportive policy frameworks. At the downstream level, supported initiatives for vulnerable groups, including women has contributed to the establishment of different funds of community funds around different projects and participation of vulnerable groups in projects.

Recommendations: The evaluation recommends increased focus and intensity on supporting the GoTG in issues of revenue collection and ease of doing business. Besides specifically focusing on EMPRETEC as an initiative for improving entrepreneurship, the CO should also consider a programme that addresses broad national challenges around improving governance. Poverty programme should work closely with the governance programme to identify national initiatives that can attract investment and improve employment creation.

Environment: Overall the environment programme is on track for accomplishing its output results. Key achievements under this initiative include significant success in the development of a sound policy and strategy for identified key areas of the environment. The programme has made strong inroads in enhancing the capacities of the public sector to mainstream environmental concerns in development policies. At the downstream level the programme has supported very successful and sustainable projects like the Try Oyster initiatives, Bee keeping, tree planting and eco-tourism. There is general high level of awareness for sustainable management of the environment. There is lack of outcome level indicators to track progress in the environment sector. While good work has been done in 2012 to identify baseline data for the environment sector, a follow up study to assist in tracking outcome indicators is still necessary. Including environment programme under poverty and MDGs would not enable effective implementation and visibility of the sector. The MTR also observed that relevant lead

ministries for environment are not part of the CPAP Governing Board which affects support at higher policy making levels.

Recommendations:The MTR of the CPAP recommends the following

- i. The environment programme should be considered as separate from poverty reduction and MDGs. There should also be strong synergy between the CPAP environment programmes and the GEF initiatives. As stated in the Strategic Positioning chapter, the environment programme should consider developing a smart outcome result and output results.
- ii. Stakeholders for CPAP should consider establishing an outcome group around environment.
- iii. MTR recommends that the Environment Programme should continue to consolidate the programmes as started.

Governance: Overall, planned project activities for the governance component were accomplished and therefore key outputs on track. The programme support has resulted in a very rich and supportive policy environment for gender equality and women's empowerment. The programme has contributed to awareness raising on human rights. At the outcome level, there is a slight improvement on overall governance rating. For example the Mo Ibrahim Index on African Governance ranked The Gambia on 27 out of 51 countries and in 2013 it was ranked 22 out of 51 countries. Similarly the AfDB's Country Governance for African countries improved from 2.8 to 2.92. Further analysis of sub-aspects of governance ranking shows that the weakest area for the Gambia's governance is in the area of inclusive participation, human rights and gender equality where the ranking dropped from 32 out of 51 in 2012 to 41 out of 51 in 2013. Another area of challenges is that of transparency, accountability and corruption in the public sector where the rating, according to the AfDB (2014) has dropped from 2.0 to 1.8 in 2014. The poor performance in areas of transparency and corruption was further confirmed by ranking of the Gambia by the Transparency International Corruption Perception Index which ranked the country at 127 out of 177 in 2013 from a slightly better ranking of 105 out of 177 in 2012. Results of the MTR show that despite the very strong policy environment for gender equality including relevant Acts, this has not translated into positive development outcomes. Participation of women in decision making still lags behind. The MTR results also show that the programme is thinly spread thereby contributing to limited impact.

Recommendations: The following are key recommendations:

- i. **Consolidation of the Access to Justice sub programme for Governance:**

In order to consolidate the governance sub-programme on access to justice by the poor, the second half of CPAP should consider strengthening sustainability of both NALA and ADRS.

- **For NALA** potential areas could include working closely with Ministry of Justice and TANGO to support the development of legal frameworks Bill and Act which could enhance increased support by lawyers to services for the poor. Borrowing from experiences of similar initiatives in other countries, efforts should be made to support the development of the legal provisions that would focus on pro-bono services by qualified private lawyers for annual hour's contribution for supporting services to NALA. In the same vein, support the strengthening of CSO providing legal support to the poor. Lawyers from CSOs could enhance their support to NALA services. As such there is need to nature a strong relationship between NALA and CSOs working in the legal aid sector.
- For NALA another possible Exit Strategy could be along the lines of establishing a paralegal programme led by NALA with support from key CSO like the Female Lawyers' Association. The programme would be directly linked with the University Law School who will be producing paralegals regularly. A good exist strategy should involve extensive engagement with the IPs for their buy-in and preparedness to the programme forward.
- **For ADR:** Consider strengthening the role of Private Sector in accessing ADR services. Development of a fee structure for private sector which is slightly higher than fees for urban clients would go a long way towards raising resources to cover administration requirements for services to the poor as well as outreach services. A Private Public Partnership (PPP) for this area could also include a strong drive for private sector to give back to the society through contributions to the ADR services even if they do not require ADR services
- **A focus on consolidation of access to justice by the poor** could see UNDP closing the chapter on access to justice in a more sustainable manner and focusing more energies in areas governance still requiring more support (corruption for instance).

ii) **Development of a Solid Lean Governance Programme with fewer IPs**

While there are many areas for support that The Gambia may require to enhance democratic good governance, it may be more efficient for the UNDP support to identify fewer areas for support in order to mature them and then move on to the next areas. The selection may be guided by degree of development challenges in the area or by progress made to date on some

areas which may require consolidation. Strengthening democratic governance of The Gambia in order to improve the economic management, financial governance of the country, improve political governance and work towards eradicating corruption appear to be the direction the second half of the CPAP could take. The following are potential areas of support which the UNDP and the GoTG could consider working on:

- Strengthening democratic governance institutions (IEC, NCCE The Gambia Coalition on Elections) to undertake their duties efficiently and effectively
- Reforms in the justice sector, rule of law and corruption
- National Assembly (NA) and National Audit Office (NAO) and
- Gender and Economic Empowerment.

Programme Management and Coordination.

The CO has the competency to effectively implement CPAP. The introduction of the HACT modality has contributed to increased efficiency in resource utilisation. The MTR noted that outcome groups and CPAP governance board are effective structures for coordinating the implementation of CPAP. The CPAP has a very vibrant, inclusive monitoring and evaluation framework for tracking progress of work by IPs. Quarterly reports are generated regularly and they contain useful monitoring data. The MTR evaluation findings observed limited capacities among both UNDP staff and IPs for a Results Based Approach to CPAP programming. The current M&E approach tends to track results at the activity level at the expense of higher level results. There are inadequate modalities for collecting monitoring data at the outcome level. For this office, there are limited capacities among CPAP stakeholders including UNDP staff to systematically integrate Gender equality, Environmental concerns, livelihoods and a Human Rights Approach to programme delivery and monitoring. The CO has not adequately aligned itself to the UNDP corporate gender equality strategy of 2014-2017. Against this background, the following are the **key recommendations** for the programme management and coordination:

- i. Design the programme for capacity strengthening of CPAP stakeholders and UNDP staff on Results Based Programming and addressing crosscutting issues for programming.
- ii. UNDP CO to consider conducting a gender Audit which would inform the development of a Country Office Action Plan for the Gender Seal.
- iii. The CO should consider coming up with innovative mechanisms for tracking higher level results separately (such examples are requesting IPs to document change around programme interventions every six months, conduct programme level outcome evaluations at Mid-Term or End-Term CPAP programme).

Monitoring and Evaluation: The MTR noted a strong monitoring mechanism in place to track progress in accomplishment of Output interventions. The Outcome groups meet quarterly and quarterly reports are produced on time. The report contains information which makes it easy to appreciate progress made on activities. The M&E system provides for dedicated project evaluation and programme outcome evaluation to enrich information on impact of UNDP programming. Despite these positive observations the MTR results show that a lot of effort is given to monitor lower level process activities at the expense of higher level results at output

and outcome levels. There is also need for enhancing capacities of UNDP staff and IPs on a strong results approach to programming implementation and monitoring.

Recommendations

- i. Build capacity of both UNDP staff and IPs on a results based approach to programming planning, implementation, monitoring and evaluations.
- ii. Consider strengthening the role of outcome groups to track result at higher level. Consider development of simple information gathering tool to record change at the beneficial levels. This could be complemented by annual impact studies across key project areas. Such continuous information would feed into MTR and end of term evaluations not only of CPAP but also of UNDAFs.
- iii. Consider innovative approaches beyond the ROAR, mandatory MTRs and external evaluations to generate outcome level data which should focus more on progress against outcome results and collection of relevant outcome indicators to support such progress.
- iv. Strengthening evaluation of CPAPs by ensuring a comprehensive technical team for CPAP evaluation teams e.g. poverty reduction experts, governance experts and environment experts in evaluation teams.
- v. Strengthen capacity of the CPAP Governing Board on results approach, and tracking progress on achievement of outcomes. Greater focus on outcomes rather than on outputs and activities. Enhance their knowledge on outcome indicators their sources and a quest for seeing better outcomes from the outcome indicators. Providing policy guidance to ensure higher results are achieved should be the main thrust of work for the CPAP Governing Board. They should also hold key implementing partners accountable for progress on results. Support the CPAP Programme Board to develop an annual tracking monitoring tools that reports on progress on outcome results and suggestions for moving forward.

Annexure

Annex 1: Profiles of Consultants

Team Leader

Dr Neddy Matshalaga (International Consultant) – Team Leader: Neddy has over 20 years' experience as an evaluator and has played leading role in about 80% of her consultancy work. Neddy has extensive experience in all types of evaluations: formative, mid-term (MTR), outcome and impact evaluations. Dr. Matshalaga has extensive experience working with UN system conducting work such as Mid-Term review of country programmes, Assessment of Development Results (ADR), and outcome evaluations for the country programmes. She led a team of consultants in conducting Zimbabwe's CPAP MTR in 2010. She was also a team leader for end of CPAP evaluation for the UNDP Botswana CP. The team had experts from poverty reduction, environment and HIV and she led the assessment of the governance component. Neddy has also conducted Assessment of Development Results (ADR) for Botswana. Neddy has support UNDO Zimbabwe to develop a successor national programme on Results Based Management. Neddy was among the three international consultants who conducted UNDG contribution to the Paris Declaration, conducting assessments in six countries drawn from Africa, Asia and Europe. Neddy was a Team Leader for the development of the Gambia National Strategic Framework (NSF), which was then (2010) renowned as the best ever NSF that had applied the RBM approach to develop a smart results chain.

National Consultant

Yaya. S. Jallow: Mr YayaSaidou Jallow is a national consultant with more than 5 years of evaluation, economics and research experience. He was a national consultant for the 2014 Mid Term Review (MTR) for UNDP Gambia CO CPAP which focused on the activity of Implementing Partners' activities, their relevance, effectiveness and sustainability. Mr Jallow was an economist in the Impact evaluation of the Community Driven Development Project (CDDP) in the Gambia between 2008 and 2010 which was sponsored by the World Bank, Ghana Office. Yaya also took part in the Evaluation of the Growth Drivers, Poverty and Inequality in The Gambia as an Economist from December 2013 to April 2014. From the period November 2012 to January 2014, Jallow was contracted by UNICEF, Gambia Office as a Health Economist in the Bottleneck Analysis of Preventive Mother to Child Transmission of HIV/AIDS. One of his areas of work is financial analysis, having worked for GAMWORKS Agency in reviewing the applications of over 900 applicants to CILIP Grant offered by GAMWORKS. Yaya Saidou Jallow has extensive research experience. He took part in the Africa Research Economic Consortium (AERC), The Gambian2007 and Gambia Chamber of Commerce and Industry (GCCl) in 2008

Annex 2: Terms of Reference

UNDP CO The Gambia

Country Programme Action Plan (CPAP) 2012 – 2016

Midterm Review

1. Background

UNDP has signed the Country Programme Action Plan (CPAP) 2012 -2016 with the Government of The Gambia in 2011 and is being implemented through two major government implementing partners, Ministry of Finance and Economic Affairs (MOFEA) and Ministry of Trade, Industry and Employment (MOTIE) since 2012. The CPAP has been development in partnership between the government, NGOs, other stakeholders and UNDP. The CPAP is a legal agreement between the Government of the Gambia and UNDP to execute the Country Programme Document (CPD) approved by the Executive Board of UNDP. The CPAP is a five year framework defining mutual cooperation between the Government of The Gambia and UNDP, covering the period 2012-2016. The CPAP defines the goals and broad outline of strategies and activities that the Government of The Gambia and UNDP jointly subscribe to.

As stipulated in the Evaluation Plan 2012 -2016 of the CPD and UNDAF calendar of The Gambia, a Mid-Term Review of CPD/CPAP 2012 -2016 would be administered in 2014. In close cooperation with all stakeholders it has been decided to use the mid-term review to assess programme results, review the strategies and provide forward looking recommendations that aim to improve the effectiveness of the CPD/CPAP. The Mid-term Review will focus on one programme document based on CPD and CPAP 2012 -2016 for the implementation of the programme. This one programme document for the five years period (2012 -2016) has one key goal 'Promoting & Sustaining Inclusive Development in the Gambia' with two major two outcomes – 1) capacities of institutions responsible for economic management and governance for inclusive growth and evidence based policy formulation and implementation enhanced; and 2) Sustainable livelihoods security enhanced for the disadvantaged groups through the promotion of income diversification opportunities and better management of environmental resources. It will be conducted with fund of the United Nations Development Programme (UNDP) in The Gambia.

2. Objectives

The mid-term review of the CPD and CPAP 2012 -2016 is a mandatory action of UNDP CO to

- assess the progress of the implementation of the CPD and CPAP 2012 -2016 and its programmatic impact,
- examine the relevance, efficiency and effectiveness of strategies and interventions for CPD and CPAP 2012 -2016 , and
- propose areas of re-positioning and re-focusing of the CPAP within the current Gambia's development context, and in light of the UNDP's new Strategic Plan.

3. Scope

The review will undertake a comprehensive review of the UNDP programme portfolio and activities during the period under review specially examining UNDP's contribution to national development results across the country. It will assess key results, specifically outcomes-anticipated and unanticipated, positive and negative, intentional and unintentional and will cover UNDP assistance funded from both core and non-core resources. The MTR has two main components: the analysis of development results and the strategic positioning of UNDP. For each component, the MTR will present its findings and assessment according to the set criteria provided below

Development Results:

This includes an assessment of development results achieved and the contribution of the UNDP in terms of key interventions; progress in achieving outcomes for the ongoing CPAP, factors influencing results; achievement progress and contribution of UNDP in policy and advocacy, upstream and downstream. The analysis of development results will identify challenges and strategic for future interventions. The following criteria will be applied for the assessing development results:

- Relevance of outputs and outcomes;
- Efficiency of the intervention in terms of use of human and financial resources
- Effectiveness of interventions in terms of achieving stated outcomes

Strategic Positioning:

The review will assess the strategic positioning of the UNDP both from the perspective of the organization and the development priorities in the country. The core criteria related to the analysis of strategic positioning of UNDP will include:

- Strategic relevance
- Responsiveness
- Partnerships and coordination
- Promotion of UN values

4. MTR Questions for development results:

Results: Major Outputs and Outcomes of the CPD/CPAP 2012 -2016

1. The key results achieved (outputs and outcomes) from the intervention of CPD/CPAP till May 2014.
2. Key challenges and risk factors for not achieving the outputs and outcomes.

Relevance: The extent to which the programmes designed and implemented were suited to national priorities and realities:

1. Whether the goal, outcomes and outputs of the CPAP relevant and contributing towards national strategy (PAGE) and UNDAF outcomes.
2. Review of strategies and key activities for each output as mentioned in the CPAP and their contribution to the CPAP outcomes and goal
3. Review CPAP output and outcome indicators and target set are relevant and enough?
5. Identify operational issues and bottlenecks in the implementation.

Effectiveness: the extent to which the project has achieved its intended outcomes and planned results.

- To what extent has the CPD/CPAP is being able to deliver against its outcomes and planned results?
 - How many and which of the intended results have or have not been delivering 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 effectively has the CPD/CPAP been structured? How has the surrounding structure in which the CPD/CPAP operates affected its delivery?
- How well have the two coordinating structures established effective relationships with other implementing partners as well as with the Office of the President? How could these be improved going forward?
- How effectively has the CPD/CPAP been managed from an operational perspective? How successful has the recruitment process of staff, consultants etc been for the CPD/CPAP?
- Which aspects of the CPD/CPAP have been most effective so far? Which ones are least effective?
- What key challenges have hampered the delivery of intended results?
- How can the effectiveness of support to the CPD/CPAP be strengthened going forward?

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

- 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?

Questions for Strategic Positioning:

Strategic relevance:

- To what extent has UNDP leveraged national development strategies with its programmes and strategy?

- What approaches have been used to increase its relevance in the country?
- Is there appropriate balance between upstream and downstream interventions?
- What are critical gaps in UNDP programming?

Responsiveness:

- To what extent has UNDP anticipated and responded to significant changes in the national development contest?
- What are the missed opportunities in UNDP programming?

Partnerships and coordination:

- To what extent has UNDP leveraged partnerships within the UN system, government, regional/international development partners, civil society and the private sector?
- To what extent has UNDP coordinated its operational activities with other development partners and stakeholders?

Promotion of UN values:

- To what extent has UNDP supported national efforts in the achievement of MDGs?
- To what extent have the UNDP programme addressed the issues of social and gender equity, as well as the needs of vulnerable and disadvantaged groups?

The questions will be refined and finalized after consultation with the consultants and reference group.

4. Methodology and approach

It is expected that MTR will use an appropriate range of data collection and analysis methods to come up with findings, conclusions and recommendations for the questions mentioned above. The review exercise will be wide-ranging, consultative and participatory, entailing a combination of comprehensive desk reviews, interview, analyses and validation.

Data collection:

The MTR will use a multiple-method approach including document reviews, group and individual interviews, focus groups and field visits as appropriate.

Validation mechanisms:

The team will use a variety of methods to ensure the validity of the data collected. In addition to systematic triangulation of data sources and data collection methods and tools, the validation of data will be sought through regular exchanges with the UNDP CO programme staff as well as with Implementing Partners. A validation workshop is planned to be conducted with national partners before the actual completion of the MTR.

Stakeholders' participation:

The MTR will adopt an inclusive and participatory approach, involving a broad range of partners and stakeholders. A stakeholders mapping will be performed in order to

identify both UNDP's direct and indirect partners. These stakeholders may include representatives from the government, civil-society organizations, the private sector, UN organizations, other multilateral and bilateral organizations, and most importantly, the beneficiaries of the programme.

5. Management and conduct of MTR:

UNDP CO Senior Advisory Team (SAT) will help the team for liaison, coordination and any other kind of support to conduct and complete the review. Programme Specialist will be the focal person for the review exercise.

In order to ensure a smooth review process and involvement of relevant stakeholders,

Monitoring and Evaluation Analyst will support the MTR.

He will support the review team in following:

- Compilation of documents and background materials for the review team
- Stakeholder mapping of the main partners
- List of Atlas projects
- Preliminary agenda of the field phase
- Linking and liaising within UNDP CO as well as with Implementing Partners and other stakeholders

The MTR team will be facilitated by operation and programme unit for other logistical support along the process.

The MTR Reference Group will be set up in order to ensure objectivity as well as technical soundness of the process. Specific tasks of the Reference Group will be to review and provide guidance to the MTR process, including the evaluation questions, Inception Report, facilitate access to information, comments to draft reports, among others.

The composition of the Reference Group

- Office of the President (OP)
- Ministry of Finance and Economic Affairs (MOFEA)
- Ministry of Trade, Industry and Employment (MOTIE)
- UNDP (Rep., Deputy Rep.)
- Poverty and MDGs Specialist, UNDP
- Governance and Human Rights Specialist, UNDP
- Programme Analyst, Energy and Environment, UNDP
- Programme Analyst, Gender, UNDP
- UNDAF data and monitoring group of the Gambia.
- M&E Analyst, UNDP
- Any other relevant stakeholders.

6. MTR process

The review will unfold in three phases, each of them including several steps.

a) Design phase

- Document and desk review (review of all relevant documents regarding the CPD and CPAP 2012 -2016)
- Stakeholder mapping (a mapping of stakeholders relevant to the CPD and CPAP. The mapping exercise will include government and civil society stakeholders and will indicate the relationships between different sets of stakeholders)
- Analysis of the program logic (Result Resource Matrix and One programme document with M&E plan.
- Finalization of the list of evaluation questions.
- Development of data collection and analysis strategy as well as concrete work plan for the field phase

At the end of this phase, the review team will produce an Inception report, displaying the results of the above mentioned steps and tasks.

b) Field phase

After the design phase, the evaluation team will undertake about three-week in-country mission to collect and analyze the data required in order to answer the final evaluation questions, consolidated during the design phase. At the end of the Field phase, the

Review team will provide the UNDP CO with debriefing presentation on the preliminary results of the review, with a view to validating preliminary findings and testing tentative conclusions and/or recommendations.

c) Synthesis phase

During this phase, the evaluation team will continue the analytical work initiated during the field phase and prepare a first draft of the MTR report, taking into account comments made by the UNDP CO at the debriefing meeting. The first draft of the report will be submitted to the Reference Group for comments in writing. Based on the comments from the Reference Group, the second draft of the report will be prepared. The second draft will be presented at the In-country validation seminar, which should be attended by the key programme stakeholders, including Implementing Partners, and UNDP staff. The final report will be drafted shortly after the seminar, taking into account comments made by the participants.

7. MTR Team Composition and Required Competencies :

The team will be composed from 2 consultants.

- a) Team Leader:** Overall responsibility of the Team Leader will be to produce inception, draft and final reports. S/he will lead and coordinate the work of the MTR team and be responsible for the quality assurance of all deliverables. The Team Leader should have a good knowledge and experience in one or more of the UNDP thematic areas especially poverty and MDGs, Governance and Human Rights, and energy environment for the MTR exercise. The Team Leader provides guidance, technical support and oversight to the MTR team members throughout the period, especially in ensuring agreed upon methodologies, field-research and writing of assigned sections of the report before the deadline. The Team Leader will also ensure a compilation of recommended changes to the current CPAP.

Qualification and competency required for Team Leader

- An advanced degree in social sciences, political science, economics and related fields.
- Knowledge and expertise on development aspect of the country especially on poverty reduction & MDGs; and energy and environment.
- Significant knowledge and extensive experience of complex evaluations in the field of development aid for UN agencies (Preferably UNDP) and/or other international organizations
- Strong analytical and research skills with sufficient understanding of survey design, quantitative/qualitative methods and data analysis.
- Familiarity with UN (preferably UNDP) evaluation guidelines and processes is a plus.
- Excellent written and spoken English. Writing skills that include an attention to detail as well as a grasp of conceptual frameworks
- Outstanding interpersonal skills, teamwork, and competency to operate in a multi-cultural and diverse environment
- Public sector management experience and familiarity with the region and the country are strongly preferred.

- b) Team Specialists (International/national):** S/he will be local consultant who will provide support the Team Leader and provide expertise in specific subject area of the evaluation either poverty and MDGs or governance and human rights; and gender/ gender based violence issues. S/he will take part in the data collection and analysis work during the design and field work phase. S/he will be responsible for drafting key parts of the Inception report and of final MTR report, covering relevant part of the report.

Qualification and competency required for Team Specialist

- An advanced degree in social sciences, political science, economics and related fields
- Knowledge and expertise on development aspect of the country especially on Government and Human Rights and Gender.
- Significant knowledge and extensive experience of complex evaluations in the field of development aid for UN agencies (Preferably UNDP) and/or other international organizations
- Strong analytical and research skills with sufficient understanding of survey design, quantitative/qualitative methods and data analysis.
- Familiarity with UN (preferably UNDP) evaluation guidelines and processes is a plus.
- Excellent written and spoken English. Writing skills that include an attention to detail as well as a grasp of conceptual frameworks
- Outstanding interpersonal skills, teamwork, and competency to operate in a multi-cultural and diverse environment
- Public sector management experience and familiarity with the region and the country are strongly preferred.

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

8. Review Products (deliverables):

Expected outputs of the Gambia CPAP 2012 -2016 Mid-Term Review will be following:

1. Inception report with the content mentioned in the annex 2a
2. 1st draft (after in-cooperating comments of reference groups) MTR report of CPD/CPAP 2012 – 2016 with the content mentioned in the annex 2b
3. Presentation of summary of the Mid-Term Review report for Validation
4. Final Report of Mid-Term Review of CPD/CPAP 2012 -2016 after incorporation of comments during the validation.

9. Duration of contract

Repatriation of workdays among the team of experts will be the following:

- 23 workdays for the Team Leader
- 18 workdays for Team Specialist

Workdays will be distributed between the dates of contract signature.

Payment of fees will be based on the delivery of outputs, as follows:

- 15% payable 5 days after signing of contract and arrival in the Gambia
- 15% upon submission of acceptable inception report on 8th July 2014

- 50% upon submission of acceptable draft report on 29th July 2014
- 20% upon satisfactory completion of assignment by 18th August 2014

10. Work plan and indicative timeline

It is planned that the MTR starts on 31st June, 2014, and shall expire on the satisfactory completion of the services of the services described above, 15th August 2014. The following schedule of activities is only illustrative, and a final timeline will need to be refined and presented by the Team Leader to the Reference Group:

Deadline	Activity
End March 2014	Preparation of TOR
4 th week of April 2014	Consultation and Finalization of TOR
1 st week of May 2014	Advertisement
4 th week of June 2014	Finalization of recruitment
31 st June 2014	Contract Start
July 8 th , 2014	Submission and presentation of the inception report
July 23 th , 2014	Presentation of preliminary findings
July 31 st , 2014	Submission of draft report for validation
August 1 st 2014	Validation workshop, presentation of the draft report
August 18 th , 2014	Submission of the final report

Annex 3: List of People Consulted
List of People Interviewed

List of People Interviewed from IPs		
Institution	Interviewee	Position
Office of the Vice President	BintouGassama	Deputy Permanent Secretary
National Training Authority	AlmamyKinteh	Ag. DG
Ministry of Trade, Industry and Employment	MamadiDampha	Director
National Enterprise Development Institute	Landing Sanneh	National Coordinator
TRYOyster Association	FatouJanha	Coordinator
Gambia Bureau of Statistics	Mam-YassinCeesay	Statistician
Policy Analysis Unit	MomodouLaminJaiteh	Director
Ministry of Agriculture	HarunaSecka	
MOICI	AmadouNyang	ICT Officer
Gambia Chamber of Commerce and Industry	SarataConateh	Business Development Manager
Gambia Press Union	GibairuJanneh	Executive Director
Gambia Federation of Disabled	FatouJaye	Admin and Finance
	EbrimaDibbasey	Executive Director
National AIDS Secretariat	Alpha Khan	Deputy Director
Alternative Dispute Resolution	Penda Gibril	Executive Director
Ministry of Youths and Sports	Ndey Marie Njie	Deputy Permanent Secretary
National Disaster Management Agency	Lamin Tamba	Operations Officer
Gambia Revenue Authority	MatieNjieSenghore	Training Officer
Personnel Management Office	PatehJah	Deputy Permanent Secretary
Management Development Institute	EbrimaCeesay	Senior Trainer
Ministry of Energy	LaminMarong	Planning Officer
National Environment Agency	Alieu Samba	Research & Development Manager
National Assembly	Aji Awa Kaira	Program Officer
	Daniel Carlos	Deputy Clerk
National Legal Agency	AdeyemiMinchi	Overseer to NALA
	Mauro Puzzo	UNV Legal Officer
	Jane Nudho	UNV Aid Specialist
	Charles Thomas	Administrator/ Legal Officer
	EbrimaKujabe	Accountant
Ministry of Local and Regional Government		
Ministry of Finance and Economic Affairs	Alphusainey K Jabbi	Principal Economist
	Sulayman Gaye	Principal Economist
	JuldehCeesay	Deputy Permanent Secretary
Ministry of Trade, Industry and Employment	LaminDampha	Director of Industry and Investment
UNICEF	Awa Joof	Child Protection Unit

UNDP		
Organization	Interviewee	Position
UNDP	Ade ManonyaneLekoetje	Resident Representative
	Izumi Morota-Alakija	Deputy Resident Representative
	YemesrachAssefa	Senior Economic Advisor
	AbdouTouray	Programme Specialist
	SirraHorejaNdow	Programme Analyst
	AlmamyCamara	Programme Analyst
	SainabouJayeMarong	Programme Associate
	AdamaNjie	Programme Associate
	Anta Njie	Common Services Associate
	Alieu M Nyang	Senior Finance Associate
	AbdouSallah	Finance Associate
	BintaSanneh	Operations Specialist
	YahyaJammeh	ICT Associate
	Isatou J Kolley	Finance Analyst
	Josephine Agofure	Executive Assistant (DRR)
	Olimatou Cox	Registry/Admin Clerk
AdamaCeesay	HR Associate	
	DharmendraShakya	M&E Specialist
Field Site	Interviewee	Position
ADR Basse	AmadouBaldeh	Senior Mediator
ADR Basse	Samba Kebbeh	Complaint Recorder
ADR Basse	LaminKassama	Investigator
Legal Aid	Adama Cham	
Multi Functional Platforms	Women groups,	
Smoke Fishing Project Tanji		Chairperson of Women fisheries group

Annex 4: References

African Development Bank Group (2014)*

Ibrahim Index on African Governance (IIAG) (2013). Ibrahim Index on African Governance Country Rankings and Scores. Mo Ibrahim Foundation.Swidon.

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The United Nations (2011).The Gambia Common Country Assessment.UN.

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Transparency International (2012).Corruption Perception Index 2012.The Perceived Level of Public Sector corruption in 176 Countries/territories around the world.

UNCDF (2014).Results Oriented Annual Report (ROAR) 2014.

UNDP and The Government of The Gambia (2011). Final Report of the Review of the 2007-2011 UNDP Country Programme Action Plan.

UNDP/ Women's Bureau (2014). National Review Report on the Beijing Declaration and Platform for Action-Beijing +20. The Republic of The Gambia.

World Economic Forum (2013). The Global Gender Gap Report: The World Economic Forum. Berkeley. California.

Annex 5 UNDP Outcome Indicators for the CPAP

CP Outcome Indicators

CP Outcome 1: Capacities, institutions and policies in place for pro-poor and equitable distribution of economic growth, employment, planning, monitoring and budgeting.			
UNDP Contribution	Outcome Indicators	Baseline 2012	2016 Targets
Technical support for page, MDGs, M&E and Budgeting: TA for national statistics, MTEFs, BRB	# of sectoral Plan	4	7
	# of planning Units Strengthened	3	7
	# of sectoral M&E Plans	1	5
	# of statistical reports conforming to national statistical Plans	N/A	All
	# of ministries trained on MTEF/gender responsive budgeting	1	7
TA for AID coordination and policy . Advocacy for GAMJOBS in rural areas	Aid Coordination (AC) policy and database developed	0 0	1 1
	# of reports form LMIS	LMIS 0	2
	# of Businesses graduate from incubator	0	tba
	# of small and medium enterprises (SMEs) receive funding	tba	tba
CP Outcome 3: Environmental sustainability and disaster risk reduction systems and services in place			
Technical support to implement climate change, low carbon emissions, and coastal management, Pilot renewal energy renewal, energy efficient initiatives, & multi- functional platforms (MFPs) Technical support to DRR structures	# of policies on climate change resilience, low carbon emission, land use, coastal and marine management developed	0	5
	# of MFPs in place	0	3
	# of trained personnel in National Disaster Management Agency /Regional Disaster management Committees	N/A	20
	# of regional contingency plans	0	6
CP Outcome 9: Capacities of State Actors, non state actors, and Oversight institutions enhanced to promote human rights and equitable access to justice for all and people's participation in decision making processes ay all levels			
Technical support to civil service reform; performance management and modernization systems Advocacy for enhanced civic participation; electoral transparency; accountability of Oversight bodies; financial support to establish a human rights commission	# of capacity assessments (CA),	0	13
	Performance management system in place	None	1
	Accounts planning software in place	0	2
	Presidential Voter turnout	60%	65%
	# of women elected to national Assemble	2	5
	HRC established	0	1
	# of audited reports submitted to NA	N/A	All
	# of institutions trained on HR and electoral rights	6	15