

## Country programme document for the Gambia, 2012-2016

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## I. Situation analysis

1. The UNDP country programme document 2012-2016 is based on consultations with the Government of the Gambia, United Nations agencies, civil society and other stakeholders, and reflects the United Nations Development Assistance Framework (UNDAF) 2012-2016. The programme also reflects emerging national priorities as expressed in the *Programme for Accelerated Growth and Employment (PAGE) 2012-2015*, which is still in progress.

2. Despite a small population of 1.5 million and a weak resource base, dependent largely on agriculture, tourism, telecommunications, construction and services, the Gambia has enjoyed positive growth and macroeconomic stability. Gross domestic product (GDP) growth at constant 2004 market prices averaged 6.03 per cent between 2007 and 2009, and is estimated to be 5.5 per cent in 2010. A series of financial and structural reforms have been introduced, including the Integrated Financial Management Information System (IFMIS), and there are plans to introduce a programme-based budgeting and medium-term expenditure framework (MTEF) by 2012.

3. Successive poverty studies have shown no significant reductions over the years. In 2008, the Gambia Bureau of Statistics (GBOS) poverty assessment showed that the percentage of the population living in poverty dropped slightly from 58 per cent in 2003 to 55.5 per cent in 2008. Recently, a multidimensional poverty index (MPI) analysis showed that 34 per cent of the population lives on less than an equivalent of \$1.25 per day, and 57 per cent on less than \$2 per day. The challenge is greater in rural areas where 68 per cent of the people are poor, as compared to 40 per cent of the people living in urban areas. The 2010 status report on the Millennium Development Goals (MDGs) shows that the Gambia is on track to achieve certain MDGs, such as universal primary education (including gender parity) and access to safe drinking water. However, it still faces serious challenges in meeting other MDGs, such as poverty eradication, HIV and AIDS, malaria and tuberculosis, global partnerships and gender equality (specifically with respect to the share of women in wage employment in the non-agricultural sector and in the national parliament).

4. Reducing poverty and attaining the MDGs remains a policy priority for the Government of the Gambia. Key impediments include the fact that poverty in the Gambia is deeper than the budget and resources available. For example, the target of allocating 25 per cent of the national budget to meet the objectives outlined in the second Poverty Reduction Strategy Paper (PRSP II) was not met, and donor pledges to this end were not received. Additionally, because of a depleted skill-base, which has weakened public sector institutions, there is insufficient capacity for designing and implementing effective pro-poor policies. There is a lack of reliable data to inform policy. A large proportion of the poor are women, but structural and cultural impediments hinder women's access to resources such as financing and land. The slow implementation of the national decentralization act and inadequate planning, monitoring, evaluation and budgeting for development outcomes have also been impediments. These obstacles have, over the years, weakened the links between development assistance, public investment, growth and poverty reduction. Furthermore, the narrow domestic donor base and weak donor coordination mechanisms have meant that the country has limited access to development financing.

5. Some gains have been registered in the areas of democracy and governance. There are more women in political leadership positions, and there is ongoing civil service reform to improve policy planning and institutionalize a performance-management system. The universal peer review report of March 2010 highlighted the need to focus on human rights, especially on the establishment of a national human rights commission (HRC). Additional challenges include the need to broaden the political space and increase national dialogue on political issues, strengthen political parties, and ensure a participatory electoral system and process. The final evaluation of the UNDP and United Nations Democracy Fund (UNDEF) project in 2009 reported a significant increase in civil society organizations (CSOs) and non-governmental organizations (NGOs); however, these remain weak and uncoordinated. This undermines their ability to contribute to discussions of governance and human development. The Constitution and other laws of the Gambia provide a valuable foundation for consolidating democracy, however, democratic institutions have seen their autonomy progressively compromised.

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6. The 2009 Beijing+15 report shows that while women make up 51 per cent of the Gambian population, they make up only 9.4 per cent of the skilled labour force, as compared to 61.9 per cent of the unskilled labour force. Low literacy levels (37.1 per cent of women are literate), the low level of many women's skills, and structural and cultural factors have culminated in women having a limited role in decision-making. The absence of women is especially pronounced in local government administration, but 33 per cent of the cabinet ministers are women, and for more than a decade the vice-presidency has been held by a woman.

7. HIV is not very prevalent in the Gambia. The 2008 national sentinel surveillance data puts the HIV prevalence at 1.4 per cent. The National AIDS Control Programme and Medical Research Council report that between 2004 and 2006, 90 per cent of the AIDS cases were found among adults aged 20-54 years, of whom 54 per cent were female and 46 per cent were male. Males in the 35-55 age groups are twice as likely to be infected as their female counterparts, while female youth are more likely to be infected.

8. The Gambia is characterized by land and coastal degradation, loss of biodiversity linked to habitat loss and improper disposal of solid waste. Deforestation poses a threat to sustainable land use as a significant percentage of the forest cover has been cleared for farming and for animal grazing, as well as for energy and logging activities. The rural poor live closer to the resource base and depend on it to survive. They have a vested interest in successful natural-resources management. Furthermore, the 81-kilometre coastal zone serves as a zone of economic importance but experiences high rates of erosion (estimated at 200-300,000m<sup>3</sup> annually). This makes it necessary to develop an integrated coastal zone management strategy.

9. The Gambian economy is dependent on climate-sensitive activities such as crop production, livestock rearing, fisheries, energy and water resources. The national greenhouse gas inventory was updated in 2000, and, based on the findings, a National Climate Change Action Plan was prepared and a National Adaptation Programme of Action developed. The Gambia has developed several institutional policies, but coordination has remained a challenge because of fragmentation and the overlap of institutional mandates.

## **II. Past cooperation and lessons learned**

10. The previous country programme document focused on two sets of objectives: (i) poverty reduction and achieving the MDGS, and (ii) governance and human rights. Based on the UNDP midterm review (MTR) and final evaluation of the country programme, UNDP has contributed to achieving these objectives in several ways. It helped develop an MDG-based PRSP II and establish the National Planning Commission so as to strengthen national economic planning and monitoring capacity. UNDP contributed to the development of the employment policy and to strengthening the Ministry of Trade Regional Integration and Employment (MoTRI) and vocational institutions, thus expanding employment opportunities for women and youths. UNDP provided effective technical support to the electoral process at the presidential, National Assembly (NA) and local council levels (2006-2008), including building partnerships and raising resources through a joint basket fund as well as increasing the participation of women and civil society. UNDP supported the adoption of the gender policy, enactment of the Women's Act 2010, and operationalization of legal aid and alternative dispute resolution (ADR) mechanisms. The organization helped develop strategic plans, fill capacity gaps at 13 key public institutions, and with the updating of the civil service regulations. It supported the development of the strategic plan of the Assembly and initiatives to improve the skills of the Assembly members and of committees so they could fulfil their constitutional duties. UNDP strengthened civil society so it could effectively participate in political and economic development. The organization contributed to the establishment of the National Disaster Management Agency and the National Disaster Management Council, and supported the promulgation of the Act. UNDP helped develop the first ever comprehensive habitat and species map for protected areas. This enabled the Government to consolidate protected-area boundaries and redefine the ecological features for better conservation measures. UNDP took on the issues of coastal adaptation and climate change through

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supporting, jointly with the Global Environment Facility (GEF), sensitization, advocacy and a series of interventions. UNDP has been chosen as the implementing agency for the next GEF Coastal Adaptation Programme.

11. Many key lessons have been learned. The complexity of climate change and adaptation requires UNDP to support an integrated holistic climate change programme that links policy and institutional support and addresses community vulnerabilities, reduces fragmentation and brings partners together. Overall weak national capacities and an unfavourable institutional environment require UNDP to partner with key organizations, such as the World Bank, and to adopt a more holistic long-term approach. Furthermore, planning, monitoring, budgeting and statistical capacity in line ministries and at the district level is limited and needs support. UNDP work at the policy level will have greater impact if alliances are formed with grassroots organizations. In light of the complexity of the prevailing governance environment, CSOs and the media need to continue to be supported, so as to broaden the political space and strengthen accountability and access to justice. There is also a need to build on the programme integration initiated in 2009, in order to achieve a more simplified and integrated programme aimed at improving the livelihoods of Gambians. To further the implementation of the harmonized approach to cash transfers (HACT), rigorous micro-assessments are needed, and the United Nations HACT working group should target institutions for further strengthening. There is also a need for an Assessment of Development Results to better position the UNDP programme within the national context.

### **III. Proposed programme**

12. The 2012-2016 Programme is aligned with the PAGE and the UNDAF and is based on “promoting inclusive/equitable growth and reducing vulnerabilities”. The integrated programme includes three economic, environmental and governance components. UNDP will address capacity in all its interventions, as well as seeking to achieve gender equality. The small size of the country office and limited resources, both human and financial, dictate that the programme adopt a more focused and value-added approach.

13. Under the poverty reduction and social protection pillar of the UNDAF, UNDP will partner with the Ministry of Finance and Economic Affairs (MoFEA), and key departments in the sectors, to strengthen planning, monitoring and budgeting processes. It will also partner with the Gambia Bureau of Statistics (GBOS) to address significant data and resource-related gaps. Within the context of the Enhanced Integrated Framework, UNDP will work with the Government to identify and strengthen the capacities of key institutions, such as the ministries of tourism, agriculture and fisheries, to promote inclusive growth and poverty reduction. The programme will build upon previous UNDP assistance to the MoTRI to update the national employment action plan and implement pilot projects for youth and women’s employment. UNDP, along with the International Labour Organization (ILO) and the United Nations Economic Commission for Africa (UNECA), will conduct a green jobs pilot initiative and conduct a value-chain analysis to facilitate the identification of investment programmes that will provide employment opportunities for youths and women.

14. UNDP will strengthen institutional capacities and coordination of environmental management and disaster risk reduction (DRR). These institutions include the National Environmental Agency, Ministry of Forestry & Environment, Ministry of Fisheries & Water Resources, Ministry of Energy and the National Disaster Management Agency. UNDP will collaborate with development partners to improve programme management and the mainstreaming of environmental concerns into the PAGE and sectoral plans. Strengthened capacities for DRR and climate adaptation and mitigation will contribute to reducing vulnerabilities and to improving sustainable livelihoods, thus contributing to poverty reduction. UNDP will work with government, private-sector and other partners to scale up interventions that address the negative consequences of climate change and build social resilience mechanisms for the poor and vulnerable.

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15. Under the governance and human rights pillar of the UNDAF, UNDP will work to strengthen the functioning of public institutions, including reform of regulations, within the context of the civil service reform strategy. Substantive civil service reform is still needed to strengthen the Government's strategic leadership and to reduce the high attrition rates, which continue to impede the sustainability of development interventions. A key element in this area will be the implementation of a Transfer of Knowledge through Expatriate Nationals (TOKTEN) initiative, in order to address pressing capacity gaps in key government institutions. Recognizing the importance of oversight institutions in ensuring accountability and transparency, UNDP will strengthen the National Assembly, National Audit Office and Directorate of National Treasury. To strengthen democratic processes, the institutional capacities of the Independent Electoral Commission (IEC), National Council for Civic Education, civil society organizations' coalition on elections, Inter-Party Advisory Committee (IPAC), Gambia Press Union and other stakeholders will be strengthened. To further enhance citizen participation, UNDP will work with the Association of Non-Governmental Organizations, the Gambia Press Union and civic organizations to advocate for human rights and development and to address the inadequate representation and poor participation of women and youth at local and national levels.

16. Support will be provided to promote access to justice by addressing the institutional weaknesses of the judiciary through the introduction and updating of court rules and procedures, and by improving management skills of magistrates, court registrars and assistants. At the local level, further support will be provided to the Legal Aid Secretariat, Alternative Dispute Resolution (ADR) Secretariat, the Gambia Bar Association and rights-based NGOs to widen access to the judiciary in the rural areas, thus making justice more effective and accessible, especially to the vulnerable and marginalized. UNDP will collaborate with relevant stakeholders, such as the Ministry of Justice, the Ombudsman and rights-based CSOs to establish an independent human rights commission. UNDP will support the implementation of the gender policy and the women's act through gender research and advocacy and by generating gender-disaggregated data.

#### **IV. Programme management, monitoring and evaluation**

17. The country programme has been formulated in partnership with the Government of the Gambia and will be nationally executed by the Government. While national implementation remains the modality of choice, UNDP and the Government agree that there may be special circumstances under which direct implementation or NGO implementation arrangements may be appropriate. UNDP will continue to integrate programme management units for efficient and effective programme implementation.

18. Strong links with United Nations agencies and joint programming within the United Nations system will be vigorously pursued to advance cross-cutting issues such as gender equality, combating HIV/AIDS, improved statistics and data, climate change and disaster risk reduction. Resource mobilization will be pursued with financial institutions and with regional and bilateral partners. In the context of absorptive capacity constraints and in line with the Paris Declaration and the Accra Agenda for Action, the harmonization of planning systems and delivery of assistance will be an underlying principle. The expertise and resources of UNDP regional service centres and programmes will be tapped into and linkages built.

19. UNDP will assist in building national capacity for monitoring and evaluation (M&E) on an ongoing basis. Delivery and steering committee meetings, quarterly and annual progress reviews, and tripartite programme reviews will continue to be the tools for monitoring. Midterm and final evaluations of the country programme will be undertaken. There will be a conscious effort to harmonize M&E among the United Nations country team and national counterparts, with clear linkages established for performance measurement and development results. An M&E sub-group will be established.



## Annex. UNDP results and resources framework for the Gambia, 2012-2016

Resources for 2012-2016: Regular: \$12,017,000; Other: \$2,250,000; Total: \$14,267,000

<p><b>NATIONAL PRIORITY OR GOAL:</b> Government institutions and public financial management strengthened for accelerated growth and better service delivery and sound environmental management for the attainment of Vision 2020 objectives.</p>					
<p><b>COUNTRY PROGRAMME / UNDAF OUTCOME #1:</b> Capacities, institutions and policies in place for pro-poor and equitable distribution of economic growth, employment, planning, monitoring and budgeting. <b>Outcome indicator:</b> % increase in per capita GNP, poverty rate reduction by region and by gender, improvement in human development index (HDI) rank, progress on MDG indicators by region and by gender, PAGE available, sector-wide approach and MTEF for education, health and agriculture in place and operational. <b>Related strategic plan focus areas:</b> Poverty Reduction and Achieving MDGs.</p> <p><b>COUNTRY PROGRAMME / UNDAF OUTCOME #3:</b> Environmental sustainability and disaster risk reduction systems and services in place. <b>Outcome indicator:</b> Environment and energy concerns mainstreamed in development policies and plans; DRR and climate change adaptation programmes integrated, national development priorities aligned with multilateral environmental agreements (Convention on Biological Diversity, United Nations Framework Convention on Climate Change, United Nations Convention to Combat Desertification, etc.), and national capacities for natural resources management strengthened. <b>Related strategic plan focus areas:</b> Energy and environment.</p>					
GOVERNMENT PARTNER CONTRIBUTION	OTHER PARTNER CONTRIBUTIONS	UNDP CONTRIBUTION	INDICATOR(S), BASELINES AND TARGET(S) FOR UNDP CONTRIBUTIONS	INDICATIVE COUNTRY PROGRAMME OUTPUTS	INDICATIVE RESOURCES BY OUTCOME (\$)
<p>Human resources in Ministry of Finance, Gambia Bureau of Statistics (GBOS) and other key ministries to support planning, statistics and programme-based budgeting of PAGE. Three MTEFs to be established beginning 2012 on agriculture, health &amp; education. Central bank to develop microfinance policy. Financing and resources to be mobilized for GAMJOBS programme.</p>	<p>Joint FAO, WFP and UNDP planning capacity support to Ministry of Agric. Joint UNECA, UNDP technical support for PAGE planning and monitoring and capacity assessment of statistics system. IMF, WB and African Development Bank support to aid coordination framework, provide direct budget support, public finance management and an integrated financial management information system. Technical expertise from ILO and UNESCO to the employment unit and to technical and</p>	<p>Technical support for PAGE/MDG planning, M&amp;E and budgeting. Technical assistance (TA) for analysis and implementation of national statistics system. TA to train staff to develop MTEFs, and gender-responsive budgeting. TA for aid coordination policy. Advocacy for scale up of GAMJOBS in rural areas.</p>	<p><b>Indicator:</b> # of sector plans; # of planning units strengthened; # of sectoral M&amp;E plans; # of statistics reports conforming to the national statistics plan; # of ministries trained on MTEF/gender-responsive budgeting (GRB). <b>Baseline:</b> Sector plans: 4; planning units with human resource: 3; M&amp;E plans: 1; statistics reports: N/A; ministries trained: 1. <b>Target:</b> By end 2016, sector plans: 7; planning units: 7; M&amp;E plans: 5; # of statistics reports: all; ministries trained: 7.</p> <p><b>Indicator:</b> Aid Coordination (AC) policy and database developed. <b>Baseline:</b> No policy, no database in place; <b>Target:</b> AC policy: 1; AC database: 1.</p> <p><b>Indicator:</b> # of reports from LMIS; # of businesses graduate from incubator; # of small and medium-sized enterprises (SMEs) receive funding. <b>Baseline:</b> LMIS reports: zero; businesses graduated: zero; SMEs financed: zero. <b>Target:</b> LMIS reports: 2; businesses graduated: tbd; SMEs receive funding: tbd.</p>	<p>MoFEA &amp; sector planning units strengthened; M&amp;E plans developed. GBOS personnel trained; statistics reports published. Staff trained on MTEF/GRB; AC policy &amp; database developed. TVET institution, labour market information system (LMIS), business incubators, and financing for youth and women strengthened.</p>	<p>Regular resources: 6,217,000</p> <p>Other resources: 1,125,000</p>

	vocational education and training (TVET) institutions.				
Environment and natural resource institutions clarify division of labour, and integrate functions to ensure implementation of national policies. Proposals submitted to LDC Fund & GEF based on national needs and capacity.	GEF to support implementation of programmes in biodiversity, climate change, land degradation and international waters. EU support coastal management. FAO develop land-use policy. WFP establish a DRR information system.	Technical support to implement climate change, low carbon emission & coastal management. Pilot renewable energy, energy efficient initiatives and multi-functional platforms (MFPs). Technical support to DRR structures.	<b>Indicator:</b> # of policies developed <b>Baseline:</b> Zero policies in place <b>Target:</b> 5 policies - climate change resilient, low carbon, energy, land-use and coastal and marine management policies. <b>Indicator:</b> # of MFPs in place; <b>Baseline:</b> none in place <b>Target:</b> 3 MFPs piloted in three regions. <b>Indicator:</b> # of trained personnel in National Disaster Management Agency/Regional Disaster Committee; # of regional contingency plans. <b>Baseline:</b> Trained personnel: N/A; regional contingency plans: zero. <b>Target:</b> Trained personnel: 20; regional plans: 6.	Policies on climate change, low-carbon emission, land use, renewable energy, and coastal/marine ecosystems strategic plan implemented. MFP established. National/regional DRR staff trained.	Regular resources: 2,000,000 Other resources: GEF-5 STAR and LDC Fund
<b>NATIONAL PRIORITY OR GOAL:</b> Justice delivery systems and mechanisms enhanced and CSO capacity built for greater awareness and access to and enjoyment of individual human rights within the context of local government reform and decentralization.					
<b>COUNTRY PROGRAMME / UNDAF OUTCOME #9:</b> 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 at all levels. <b>Outcome indicator:</b> Increased awareness and participation in governance processes. <b>Related strategic plan focus areas:</b> Democratic Governance.					
National budget and public sector human resource base to implement the civil service reform. Application of the Constitution and laws that guarantee democracy and credible electoral processes. Establishment of human rights commission. Women's caucus, select committee and IPAC support women candidates in elections.	World Bank support to Pay and Pension reform and revised salary scale. UNECA to conduct study on retention of public servants UNDP/UNEAD/ UNDP, support for elections. UNHCHR/Commonwealth Office support establishment of human rights commission. UNICEF/UNAIDS/ UNDP joint support to people living with HIV/AIDS groups to carry out outreach.	Technical support for civil service reform strategy, performance management, and modernization of systems. Advocacy support for enhanced civic participation. Technical support to enhance electoral transparency and accountability of oversight institutions. Financial support to establish a human rights commission	<b>Indicator:</b> # of capacity assessments (CA); performance management system (PMS) & accounts/planning software in place. <b>Baseline:</b> 13 institutions have strategic plans; CAs: zero; PMS: zero; software: zero. <b>Target:</b> CA: 13; PMS: 1; software in place: 2. <b>Indicator:</b> Voter turnout; # of women elected to National Assembly (NA) <b>Baseline:</b> Presidential turnout: 60%, NA: 47%; local elections: 29%; women in NA: 2. <b>Target:</b> Presidential turnout: 65%, NA: 50%; local elections: 40%; women elected to NA: 5 <b>Indicator:</b> HRC established; # of audited reports submitted to NA; # of institutions trained on human rights and electoral rights. <b>Baseline:</b> HRC: zero; audited reports submitted to NA: tbd; institutions trained: 6. <b>Target:</b> HRC: 1; audited reports submitted to NA: all; institutions trained: 15.	Capacity assessments and performance management of key planning, statistics, sector and oversight institutions. IEC organizes independent, inclusive election human rights commission (HRC) set up. NA strengthened. CSOs & media trained on human & electoral rights.	Regular resources: 3,800,000 Other resources: 1,125,000