

**Country Programme Action Plan**  
**Between**  
**The Government of The Gambia**  
**And**  
**United Nations Development Programme**



Government of The Gambia



The Gambia

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## The Framework

The Government of The Gambia and the UNDP-The Gambia are in mutual agreement to the content of this document and their responsibilities in the implementation of the country programme.

Furthering their mutual agreement and cooperation for the realization of the Millennium Development Goals and the United Nations Conventions and Summits to which the Government of The Gambia and UNDP are committed, including the Millennium Declaration, 2000; World Summit on Sustainable Development, 2002; World Food Summit, 1996; International Covenant on Civil and Political Rights, 1966; Convention on the Elimination of All Forms of Discrimination Against Women, 1979; and Convention on Biological Diversity;

Building upon the experience gained and progress made during the implementation of the previous Country Programme – Country Cooperation Framework 2002 to 2006;

Entering into a new period of cooperation 2007 to 2011;

Declare that these responsibilities will be fulfilled in a spirit of close cooperation and have agreed as follows:

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### I. Basis of Relationship

1.1 WHEREAS the Government of The Gambia (hereinafter referred to as "the Government") and the United Nations Development Programme (hereinafter referred to as UNDP) have entered into a basic agreement to govern UNDP's assistance to the country (Standard Basic Assistance Agreement (SBAA), which was signed by both parties on 24 February 1975. This Country Programme Action Plan (CPAP) is a five-year framework defining mutual cooperation between the Government of The Gambia and the United Nations Development Programme for the period 2007-2011. It takes into account the Gambia's long-term strategy, Vision 2020 and draws upon the Poverty Reduction Strategy Paper (PRSP II), Common Country Assessment (CCA), United Nations Development Assistance Framework (UNDAF) and the Country Programme Document (CPD) 2007-2011, which collectively reflect the country's development priorities specifically the national commitment to the attainment of the MDGs. This CPAP together with AWP (which shall form part of this CPAP, and is incorporated herein by reference) concluded hereunder constitute together a project document as referred to in the SBAA.

### II. Situation Analysis

2.1 The Gambia, with a population of 1.3 million people has witnessed a sharp increase in the urban population, rising from 37.1% in 1993 to 50.4% in 2003. The



majority of the population are young people (63.6% being under 25 years). The Gambia's formal sector is very small, employing just over 10% of the labour force. Low literacy levels (37% in 1998) and a correlation between literacy and income also reflect the gender dimensions of poverty in The Gambia. Although women are 51% of the population, they occupy 9.4% of the skilled labour force and 61.9% of the unskilled labour category. Recent data (2003) suggests that income inequality is growing, with the Gini coefficient for Gambian households estimated at 0.483.

2.2 Human Development Indicators (HDI) in The Gambia have shown little progress and some have declined. The country's HDI ranking slipped to 155 out of 177 countries in 2004 and 2005 from 151 in 2003. The proportion of the poor rose to 61% in 2003 from 59% in 1998. Although GDP growth rates ranged between 5-7% in 2003-05 (spurred by growth in agriculture and tourism), government budget allocations on services (education, health, etc.) were only marginally increased (education) and in some cases (health) declined. The ability of government to implement a pro-poor development policy has been constrained by the large share of government resources allocated to servicing debt obligations. In 2004, servicing of interest on contracted debt consumed 40.3% of the recurrent budget and the interest element of debt servicing represented a major concern for budget allocations and public resource management.

2.3 Progress towards the attainment of the MDGs has been mixed, with successes in the provision of potable water (MDG 7) and reducing maternal mortality rates (MDG 5). However significant challenges remain, most notably in the areas of poverty reduction (MDG 1), infant mortality (MDG 4) and Gender (MDG 3). If and when The Gambia's eligibility to access funding from the U.S. Millennium Challenge Account is regained, this will provide an opportunity to mobilise substantial resources for poverty reduction. Furthermore, a resumption of the PRGF with the IMF would open the door to debt relief through reaching HIPC completion point, thereby reducing government resources earmarked for interest payments and increase allocations to delivery of basic services. It would provide the country with the financial means to pursue a more stable growth and development path and improve the unequal progress towards the achievement of MDG targets.

2.4 The tourism sector is the main foreign exchange earner for The Gambia, contributing over 12% to the GDP and employs over 16,000 people. Beach erosion, inadequate waste management and other environmental challenges have an adverse effect on local ecosystems, spoil the natural beauty of the country and thus endanger efforts to increase economic growth through development of tourism. While steps have been taken to address some issues, the overall coordination of the government response at the central and local levels requires attention. The 2002 drought response illustrated that disaster prevention and mitigation requires serious attention to avoid negative impact on the development agenda

2.5 Since the establishment of constitutional government in 1997 following the military takeover in 1994, The Gambia has made significant progress in consolidating the democratic process. Progress in the area of political governance has been marked



by the ability to hold free and fair elections in 2001. Notwithstanding these positive strides, challenges remain in strengthening democratic institutions and ensuring sustainability. Further decentralization is required so that laws such as the Local Government Act of 2002 (amended in 2003) and the Local Government Finance and Audit Act of 2004 are fully implemented. Issues of Human Rights need to regain prominence. Substantive civil service reform is needed to develop a sustainable professional civil service and reduce the high personnel turnover rates that have impeded capacity development, strategy implementation and overall sustainability of development interventions.

2.6 Despite the adoption of policies to promote gender equality, significant gender disparities continue to exist. Less than 32% of the formal private sector employees are female with less than 20% in managerial positions. Although women constitute approximately 58% of the electorate, only 10% of the National Assembly Members (NAMs) are women. The low levels of women in decision making bodies are also reflected at the local level with only 14 female councillors out of a total of 147. Development interventions to date have not positively impacted women and mainstreaming gender into the national development process remains a challenge.

2.7 Although the incidence of HIV in The Gambia is relatively low, during the period 2000-2004 the prevalence rate for HIV-1 increased by 75% to reach 2.1% while HIV-2 prevalence has stabilized at 0.9%. Notwithstanding the low prevalence rates, there is a continuing need to increase efforts for prevention and care. While there are coordinated efforts to address HIV/AIDS, there remains a weak legal, policy and institutional framework and there is a pressing need to review existing policies and strengthen the national strategic plan.

### **III. Past Cooperation and Lessons Learned**

3.1 The second CCF 2002-2006 focused on governance, poverty reduction, and economic management and capacity building, particularly for private sector development. Several cross-cutting issues were also addressed: gender equity, advocacy, resource mobilization and beneficial partnerships, aid coordination, HIV/AIDS and the environment. An analysis of the CCF was undertaken in The Gambia Country Programme Review (2002-2006) and was accompanied by a series of cluster reviews.

3.2 The overall results of the CCF II were mixed. There was some success on specific project interventions such as consolidating gender and related skills and business development. The CCF review recommended greater focus on a results-oriented programme approach to achieve development objectives. The review cited as lessons learnt from the first CCF the importance of moderation and realism in the setting of objectives and targets.

3.3 The execution modality employed was mainly agency execution and included the extensive use of costly Chief Technical Advisors. This modality was used because of capacity constraint issues and high counterpart turnover. The approach did not however



improve project implementation. Most importantly, its contribution to strengthening local capacity was limited. The lessons learnt pointed to the need for a more selective use of different modalities with optimal balance in the use of international and local expertise. The use of UNV provided variable results, but was found to be generally effective. The challenge is to be more innovative in the use of UNVs and to launch a national volunteer scheme that can tap into locally available skills.

3.4 The delivery under the programme components was mixed given the broad outlines envisioned and the project targets that were identified. While a number of other development partners had similar delivery problems, UNDP seems to have performed below its set targets. Notwithstanding the challenges noted above, the results attained and overall impact of UNDP support have been positive.

3.5 UNDP has a comparative advantage in providing strategic support to Government in the development of relevant national development policies that impact on the socio-economic development of the country. UNDP support contributed to strengthening sectoral planning capacity and the formulation of key policies, covering areas such as employment, enterprise development, youth capacity development and trade amongst others. In partnership with national stakeholders in government, private sector and civil society UNDP also provided support to increased employment opportunities, particularly for youth and women. UNDP during the CPAP implementation period will support the formation of multi-sectoral initiatives that would enable the country to address its development challenges and attain the targets of the MDG.

3.6 Partnership development with government, NGOs, private sector and other development partners is positive. UNDP is viewed as a catalyst in advancing key issues, such as creating the enabling environment to achieve the MDGs, consolidating economic management, and improving the business environment at the national and local levels. However the positive partnerships, did not translate into significant additional allocation of resources. Mobilization of funds from international finance institutions and bilateral development partners was minimal. The impact was that several programme components were not sufficiently addressed and follow through on other components did not have the impact originally envisaged under the UNDAF and Government's policies and strategies.

#### **IV. Proposed Programme**

4.1 The development of the CPAP followed the consultative process that started in 2005 with the preparation of CCA report and the subsequent development of the UNDAF. In effect, the CPD 2007-2011 from which the CPAP is derived, is the result of broad based stakeholder consultations with the government, United Nations (UN) agencies, civil society, other key national stakeholders and development partners and highlighted the key challenges faced by The Gambia. It takes into account the Gambia's long-term strategy, Vision 2020 and the PRSP. The CPD and CPAP reflect the country's development priorities specifically the national commitment to the attainment of the



MDGs. The government is integrating its MDG targets into its development agenda as expressed in the upcoming Poverty Reduction Strategy Paper II, 2007-2011.

4.2 The CPAP will be guided by the need to support the achievement of the MDGs within the context of the 2007-2011 PRSP and Vision 2020. The synchronized time frames are important in terms of the critical political, governance, economic and social challenges The Gambia confronts and the support that UNDP can provide to make significant progress in these areas. Opportunities are in the areas of: **(a) Poverty Reduction and Achieving the MDGs and (b) Governance and Human Rights**. The focus of the CPAP will be on creating an enabling policy environment and framework for implementing pro-poor growth and deepening the democratic processes through establishing a system of transparency and accountability at national and local levels. The CPAP will seek to promote government's commitment to mainstream the MDGs into national and sectoral plans as well as apply a rights based approach to development as envisaged in the 2007-11 UNDAF.

4.3 The two broad components of the CPAP also respond to the capacity development needs of the country and are aligned with the Regional Bureau for Africa strategy for pro-poor growth and accountability (CD-PGA). In this regard, particular emphasis is placed on ensuring sound macro-economic frameworks to provide a conducive environment for trade, growth and development of the private sector; promoting access to basic social services and the creation of opportunities to earn a decent living – provision of which requires healthy skilled population; and facilitating civil service reform and broadened accountability and oversight of state and non-state actors.

4.4 In terms of geographical coverage, implementation of the CPAP will be guided by the Country Office's generic mandate of poverty reduction and achieving the MDGs. In this vein, selection of intervention areas will take into consideration findings of poverty mapping studies, the national population census and economic household survey, as well as the periodic MDG progress/status reports. Every effort will be made to ensure complementarity and enhance synergy with other UN agencies and development partners.

#### **A. Poverty Reduction and Achieving the MDGs**

4.5 Progress towards achieving MDG targets and implementing the pro-poor poverty agenda is uneven. Wide geographic performance discrepancies exist between the urban Western and the rural Eastern parts of the country. The 2003 and 2005 National MDG progress reports show that targets for reducing hunger, provision of basic amenities (water/sanitation), reducing maternal mortality and universal primary education and environmental sustainability are achievable. The reports show that at the current pace, the country will experience difficulties in achieving targets to reduce income poverty, child mortality and HIV/AIDS infections, and achieve gender equality. UNDP will support: (i) pro-poor policy reform, strengthening of partnerships and the mobilization of resources required to achieve the MDG targets, and provision of rapid advisory services for capacity development and (ii) mainstreaming environmental and disaster prevention

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and mitigation activities into national and local development policies and strategies by linking economic development to human welfare considerations.

**4.6 MDG-based Poverty Reduction Strategy:** As the attainment of the MDGs is a central part of the government's development plans, UNDP support will be geared towards the development of a costed MDG-based Poverty Reduction Strategy. Support will also be provided for integrating the MDGs into sector strategies, and for civil society and development partners to effectively contribute to the country's effort to attain the MDGs. The poverty monitoring system will be enhanced and a database set up such that the PRS becomes the benchmark for monitoring progress towards attainment of the MDGs. Advocacy and information dissemination on the MDGs will be vigorously pursued.

**4.7 National Planning Commission and Aid Coordination and Management:** To foster a coordinated approach to national development planning, as well as the implementation and monitoring of the MDG-based PRSP, UNDP will provide support for the establishment of the National Planning Commission (NPC). This builds on past UNDP assistance towards a coordinated approach towards national poverty reduction, and will provide emphasis on systematic monitoring and evaluation of intended outcomes in a more results-oriented manner. The emphasis will be on capacity development, establishing systems to enhance transparency and accountability, including efficient tracking and monitoring frameworks. Strengthening aid coordination and management functions of the NPC will help improve resource mobilization and efficient utilization of external assistance to address The Gambia's development priorities and MDG targets.

**4.8 Independent think tank:** Assistance will be provided to establish an independent think tank that can provide independent research, analysis and advisory services for use by policy makers to strengthen evidence based planning systems in support of the MDGs. The establishment of such an independent body will draw from the public and private sector, as well as civil society, working closely with them in order to ensure the continued relevance of research work to national priorities. The University of The Gambia is expected to play a prominent role in this endeavour.

**4.9 Implementation of the National Employment Action Plan (NEAP):** The main thrust of the poverty reduction effort will be employment generation. The country programme will focus on the implementation of the National Employment Action Plan (NEAP) by strengthening the capacity of relevant public and private institutions to engender pro-poor economic growth policies. It will also provide support for the generation of information on employment trends and requirements, which will be used to match the labour market to job requirements. Vocational institutions will be strengthened to produce the critical mass of a competent labour force with skills to match economic growth areas and trends. Emphasis will be placed on facilitating private-public sector partnerships for investment in the productive sectors, thereby promoting employment opportunities and job creation.



**4.10 Rapid Policy/Advisory and Capacity Building Facility:** Emerging development issues and needs will be addressed through acquiring technical assistance and relevant support, including the utilisation of United Nations Volunteers, to provide rapid advisory services, capacity enhancement of selected government and public institutions and civil society organizations within the framework of the Regional Bureau for Africa strategy on capacity development for pro-poor growth and accountability (CD-PGA). Support will also be provided to partners/stakeholders to ensure effective implementation of the country programme, including the harmonised approach to cash transfers (HACT), fostering of effective M & E systems, communications and partnership building, and resource mobilisation.

**4.11 Strengthened Role of Local Communities and Women in Promoting Sustainable Environmental Management:** Mainstreaming environmental activities into national and local development policies and strategies by linking economic development to human welfare considerations will require capacity building through strengthening the role of communities, particularly women, to promote sustainable development in such areas as land degradation, waste management and coastal zone protection. To buttress this, the philosophy of economically exploiting the country's natural resources and environment by local communities, albeit in a sustainable manner, will be championed at every opportunity.

**4.12 Disaster Preparedness System Established:** Support will also be provided to establish a national early warning and disaster preparedness system, including institution capacity building at national and local levels. The development of a policy and legal framework for disaster preparedness and management will culminate in the establishment of dedicated institutions at national and local levels. Similarly, the early warning system will link with and draw from existing systems, including traditional information sharing and dissemination mechanisms at the local level.

## **B. Governance and Human Rights**

**4.13** UNDP will seek to employ a holistic approach to governance and human rights to deepen the democratic process through (i) improved capacity for the implementation of local government legislation and policies; (ii) improved opportunity for gender equality and integration of gender into development strategies and actions; (iii) human rights protection and promotion initiatives mainstreamed into national policies and strategies; (iv) enhanced national capacity to mainstream and sustain national HIV/AIDS policies and interventions; and (v) strengthened key governance institutions and sustainable and transparent electoral processes and systems enhanced to sustain democratic principles.

**4.14 Local Government Strengthening:** Strategic partnerships will be forged with local government actors to enhance human resources and systems to effectively improve local government structures for planning, fiscal management and efficient service delivery. This will be achieved by linking central planning to divisional planning, establishing local economies, enhancing skills of civil servants in planning and financial

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management, establishing financial management systems, and supporting publication of annual budgets.

**4.15 *Enhanced Public and Civil Society Participation at Local level:*** Enhanced public and civil society participation will be pursued through participatory planning and monitoring of local government activities to attain agreed development targets. Capacity of non-state actors will be enhanced to effectively participate and provide an oversight role in the delivery of services. In this regard, CSOs and CBOs will be sensitised on the Local Government Act, Local Government Finance and Audit Act, human rights and gender issues, and the PRSP. Efforts will also be deployed to train CBOs on pro-poor budgeting.

**4.16 *Civil Service Reform:*** Discussions with stakeholders including government, civil society and development partners conclude on the need for a comprehensive civil service reform to improve capacity at the national and local levels. In effect, substantive civil service reform is needed to develop a sustainable professional civil service and reduce the high personnel turnover rates that have impeded capacity development, strategy implementation and overall sustainability of development interventions over the past years. In view of the above, efforts will be geared at an in-depth analysis of the cost of a comprehensive civil service reform, development of a strategic road map for civil service reform, advocacy and mobilisation of resources in support of civil service reform, and enhancing the capacity of the government to manage a result oriented civil service.

**4.17 *Participation of Women in Decision-making:*** Increased participation of women at all levels of decision-making will be promoted and capacities of female leaders will be enhanced to improve the representation of female leaders in the civil service and legislative bodies that influence policy reforms. Interventions in this area will include enhancing the skills of women in public speaking, promoting their participation in politics, and advocating for a 50/50 civil service employment policy for female professionals.

**4.18 *Implementation of the National Women's Policy:*** Support will be rendered to mainstream gender into national and sectoral policies and capacity of the government enhanced to translate these policies and strategies into concrete interventions that promote and enhance gender equity and advancement of women. Proposed interventions include the development of a strategic plan to implement the gender policy, review of sector strategies to address gender issues, and providing training to policy makers, parliamentarians, senior managers of public and private companies on gender issues.

**4.19 *Strengthened Capacity of Mass Media to promote Human Rights and Good Governance:*** Capacity of the mass media will be developed to advocate and promote human rights and good governance in the Gambia. Consideration will be given to strengthening the technical and managerial capacity of the mass media, including sensitising staff of mass media houses on human rights and gender, to disseminate information on relevant development issues. In addition, media outlets will be



encouraged to devote more effort to reporting on the management of public resources, and will be provided with the training and resources necessary to do so.

**4.20 Establishment of Human Rights Commission:** In partnership with the National Assembly and other national institutions, support will be provided to establish and institutionalise a national human rights commission. Major interventions in this area will include the development of a legal framework and the enabling legislation, training mass media and CSOs on various international conventions, and elaboration of action plans for the implementation of the various conventions on Human Rights promotion and protection.

**4.21 Improved Access to Justice by the Poor:** An inclusive approach will be developed at the local level to provide access to justice by the poor through establishing legal aid clinics. Effective partnerships will be forged with NGOs to extend legal aid clinics to the subnational level. Support will also be provided towards the operationalisation of the Alternative Dispute Resolution (ADR) concept within the judicial system.

**4.22 Enhanced Institutional capacity of NAS and National Network of PLWHA:** Capacity of National AIDS Secretariat (NAS) will be enhanced to be a clearinghouse for all HIV/AIDS interventions in the country. In particular assistance will be provided to create a robust Monitoring and Evaluation system as well as develop an effective partnership strategy. Assistance will also be provided to the national network of People Living with HIV/AIDS Associations (PLWHA) to strengthen their ability to advocate on behalf of those affected and infected. The network will also benefit from technical and financial support to equip members with livelihood skills to ensure the sustainability of the national PLWHA network.

**4.23 GFATM Country Coordination Mechanism Enhanced:** Support will be provided to the Country Coordination Mechanism to enable effective utilization of GFATM resources, advance implementation of the 'three ones' principle and preparation of HIV/AIDS workplace policies. The support to be provided will include reviewing and supporting the manpower needs for the implementation of the Global Fund supported programmes, and assisting in the mobilisation of additional resources to implement programs to mitigate against factors that fuel the epidemic.

**4.24 HIV/AIDS Workplace Code of Ethics:** It is important that every employer and employee is constantly kept abreast of developments in the area of HIV/AIDS and how to conduct responsibly and respectfully on issues related to the epidemic particularly in the workplace. In collaboration with the ILO, efforts will be deployed towards the formulation of HIV/AIDS workplace policy and code of ethics. Public private partnerships will be forged in the development and rollout of HIV/AIDS workplace code of ethics.

**4.25 Capacity of IEC Strengthened:** Effective partnerships will be built with international and local partners to sustain electoral systems and processes. The capacity of the Independent Electoral Commission will be enhanced to strengthen the voter



registration system, event related voter education and civic awareness, and conduct transparent free and fair elections.

**4.26 Effective participation of CSOs in Electoral Process:** Civil Society Organizations will be strengthened to effectively participate in the electoral process. Support will be provided to establish and strengthen a CSO network to effectively participate in monitoring and promoting accountability and transparency in all future elections.

## V. Partnership Strategy

5.1 The implementation of the country programme is premised on the principle that the realisation of the stated objectives requires the collective efforts of all stakeholders. In this light, UNDP recognises the development of a partnership strategy as central in view of its small resource base and limited staff complement. The key partner in the implementation of the country programme is government. Other important partners include the UN System agencies including Bretton Woods Institutions, NGOs, private sector and bilateral and multilateral donors as referenced in the results and resources framework of the CPAP. Below is a brief outline of some of the roles of partners.

5.2 **UNDP:** UNDP is viewed as a catalyst in advancing key issues, such as creating the enabling environment to achieve the MDGs, consolidating economic management, and improving the business environment at the national and local levels. UNDP Gambia is generally well perceived by its partners – government, donors, civil society and other stakeholders. In the absence of many donors in the country, UNDP continues to play an important catalytic role, exercising an influence far in excess of its programmable resources. UNDP has comparative advantage in the areas of governance, capacity building, poverty reduction, gender, HIV/AIDS, environment, aid coordination, and fostering dialogue. A particularly strong point is its ability to try innovative approaches through piloting/experimenting which then allows government to build credible programmes for scaling up and securing larger funding envelopes from other donors. Although UNDP is not perceived as a major source of development resources, its partnership with government provides opportunities to bring other donors on board.

5.3 **Government:** The key partnership must be centred on helping government (the main implementing partner) to build the confidence required to enhance resource flow and utilisation in support of its development agenda. Government institutions and agencies at both national and local levels will therefore be required to take a more proactive role to create a conducive environment for the implementation of the CPAP. Government has to provide leadership of the development process by ensuring that the proposed programmes and activities are in line with national priorities, and are mainstreamed by the relevant Government agencies. As Government Coordinating Authority, the Secretary General's Office will provide overall leadership and guidance for the CPAP, while the Department of State for Finance and Economic Affairs will provide support for resource mobilisation. The key lessons learnt during the past cooperation framework can be used to strengthen aid coordination and effectiveness. Government



will be required to create an environment for organisational effectiveness that will provide national ownership of programmes and enhance sustainability.

5.4 **UN system:** The UN agencies will work collectively to implement the UNDAF with all relevant stakeholders in the country. The UN agencies are at a vantage point to promote thematic issues such as governance and economic management, policy development and streamlining, capacity building, data collection & M&E systems, gender, HIV/AIDS, support to national execution, etc. A critical requirement for the success of the CPAP will be the implementation of the UN reform agenda. This will require the introduction of new approaches to partnership and resource transfer such as the HACT, as well as a coordinated approach with IMF and World Bank in the planning, and implementation of interventions.

5.5 **Other donors:** Development partners continue to contribute significantly to the development agenda of The Gambia. Both bilateral and multilateral donors will be required to provide additional resources to scale up and replicate some of the proposed interventions in the CPAP. Partnership with bilateral and multilateral donors could cover the fields of capacity building, poverty reduction, aid coordination and management, governance and decentralization, and human rights. Other areas of potential for partnerships include elections, economic governance capacity building, MDG sensitisation and awareness campaigns. The areas of focus of the CPAP are ones in which both resident and non-resident donors are engaged in. There exist very good prospects for partnership building, joint programs and resource mobilisation, and these should be exploited fully.

5.6 **NGOs:** Partnership with the broad civil society will form an essential component of the CPAP, given their crucial role in promoting grassroots participation and ownership of the development process. UNDP will work with NGOs in the implementation of activities at the community level, as well as in advocacy areas such as democratic governance and human rights. Partnerships will be established with NGOs that share the mission and vision of UNDP in attaining the MDGs. Capacity will be strengthened for NGOs to act as an interface between UNDP and Civil Society, and UNDP will play a bridging role between government and NGOs, especially regarding their involvement in the national budget process, advocacy, policy research and dialogue.

5.7 **Private sector:** For the attainment of the objectives of the CPAP, there is the need to build strategic partnership with the private sector in the country. The private sector is considered as the engine of economic growth, and has a pivotal role in the attainment of the MDGs, particularly the reduction of poverty and hunger through employment creation and income generation opportunities for the country. The capacity of the private sector will be strengthened to engender pro-poor economic growth, especially for small and medium entrepreneurs.

## VI. Programme Management



6.1 The programme will be nationally executed under the overall coordination of the Secretary General Office of The President (Government Coordinating Agency). Government ministries, NGOs, UN agencies including UNDP will implement the programme activities. The Annual Work Plans (AWPs) describe the specific results to be achieved and will form the basic agreement between UNDP and each implementing partner on the use of resources.

6.2 In programme and project design and implementation, UNDP works closely with key partners. The country programme adopts the United Nations reform principles, especially simplification and harmonization, by operating in line with the harmonized common country programming instruments such as the UNDAF results matrix, monitoring and evaluation, and programme resources frameworks in the CPAP and the AWP. In line with the Joint Programming Guidelines, the scope of inter-agency cooperation is strengthened to cultivate new programme and geographical convergence.

6.3 Atlas contributes to timely, efficient delivery of activities and effective financial monitoring.

6.4 All cash transfers to an Implementing Partner are based on the AWP agreed between the Implementing Partner and UNDP. Cash transfers can be made by UNDP using the following:

1. Cash transferred directly to the Implementing Partner:
  - a. Prior to the start of activities (direct cash transfer), or
  - b. After activities have been completed (reimbursement);
2. Direct payment to vendors or third parties for obligations incurred by the Implementing Partners on the basis of requests signed by the designated official of the Implementing Partner;
3. Direct payments to vendors or third parties for obligations incurred by UN agencies in support of activities agreed with Implementing Partners.

6.5 Direct cash transfers shall be requested and released for programme implementation periods not exceeding three months. Reimbursements of previously authorized expenditures shall be requested and released quarterly or after the completion of activities. The UNDP shall not be obligated to reimburse expenditure made by the Implementing Partner over and above the authorized amounts.

6.6 Resource mobilization efforts will be intensified to support the RRF and ensure sustainability of the programme. Resource mobilization will be pursued with the International Financial Institutions (IFIs) and regional and bilateral partners. In the context of absorptive capacity constraints and low rates of delivery experienced by some development partners, UNDP will seek to provide assistance for programme implementation where UNDP has a clear comparative advantage, and can bring added value and improve delivery and development effectiveness. Mobilization of other resources in the form of cost sharing, trust funds, or government cash counterpart contributions will be undertaken to secure funding for the programme. UNDP will also



seek, through the round table mechanism, to mobilise resources for the implementation of the Government's Poverty Reduction Strategy 2007-2011.

## VII. Monitoring and Evaluation

7.1 Monitoring and evaluation of the CPAP will be guided by national priorities and concerns, as manifested in the PRSP II. There will be a conscious effort to link CPD, UNDAF and PRSP monitoring and evaluation with clear linkages established for performance measurement and development results. To this end, monitoring and evaluation of the CPAP will be undertaken in line with the UNDAF results matrix and monitoring and evaluation plan. UNDP will assist in building national capacity to monitor and evaluate the Strategy (PRSP II) on an ongoing basis. To facilitate this effort, program interventions will be designed so as to ensure clarity of results that are measurable, and can be monitored and evaluated.

7.2 The Government and UNDP will be responsible for setting up the necessary M&E mechanisms, tools and conducting reviews, with a view to ensuring efficient utilization of programme resources as well as accountability, transparency and integrity. Implementing partners will provide periodic reports on the progress, achievements and results of their projects, outlining the challenges faced in project implementation as well as resource utilization as articulated in the AWP. The reporting will be quarterly, and will be harmonized with UN agencies to the extent possible.

7.3 Monitoring and evaluation efforts, including audit exercises, will also be conducted in line with the requirements of the Harmonised Approach To Cash Transfers to Implementing Partners. UNDP in collaboration with other UN agencies will provide the required assurance system and build capacities of the Implementing Partners. To that effect, Implementing Partners agree to the following:

1. Periodic on-site reviews and spot checks of their financial records by UNDP or its representatives,
2. Programmatic monitoring of activities following UNDP's standards and guidance for site visits and field monitoring,
3. Preparation of quarterly progress reports on project implementation,
4. Conduct of annual stakeholder reviews of the CPAP,
5. Special or scheduled audits. UNDP, in collaboration with other UN agencies (where so desired and in consultation with the National Audit Office) will establish an annual audit plan, giving priority to audits of Implementing Partners with large amounts of cash assistance provided by UNDP, and those whose financial management capacity needs strengthening.
6. Outcome evaluation of the CPAP to assess how much UNDP's processes, products and services have contributed effectively to the development objectives of the PRSP and UNDAF.
7. Conduct of outcome evaluations and project evaluations required by a partnership protocol (e.g. GEF) or national priority.

