Country Programme Action Plan

Between

The Government of The Republic of The Gambia
&

The United Nations Development Programme
The Framework

The Government of The Gambia (GoTG) and the United Nations Development Programme (UNDP) mutually agree to the contents of this document and on their responsibilities in the implementation of this country programme.

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

Building upon the experience gained and progress made during the implementation of the previous Country Programme Action Plan 2007 to 2011;

Entering into a new period of Cooperation 2012 to 2016;

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

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. The Country Programme Action Plan (CPAP) is a five-year framework defining mutual cooperation between the Government and the United Nations Development Programme for the period 2012 – 2016. It takes into account the Gambia’s long-term strategy, Vision 2020 and draws upon the Programme for Accelerated Growth and Employment (PAGE), Common Country Assessment (CCA, 2010), United Nations Development Assistance Framework (UNDAF, 2012 - 2016) and the Country Programme Document (CPD, 2012 -2016), which collectively reflect the country’s development priorities specifically the national commitment to the attainment of the MDGs. The CPAP together with Annual Work Plans (AWPs), which shall form part of this CPAP, and is incorporated herein by reference, concluded hereunder, constitute together the project document as referred to in the SBAA.
II. Situation Analysis

2.1 The Gambia’s population has grown from 1.3 million at the beginning of the previous Country Programme in 2007 and now stands at 1.5 million. The country’s economic base has however remained largely the same relying on Agriculture, Tourism and the Service sectors. Notwithstanding, the country has enjoyed a stable macroeconomic environment and strong GDP growth averaging 6.03% between 2007 and 2009, and declined to 5.5% in 2010 and 3.0% in 2011. This growth was driven by strong performances in Agriculture, Services and Telecommunications sectors but was not broad based. There are also ongoing efforts to introduce programme-based budgeting and Medium-Term Expenditure Frameworks (MTEFs) by 2013 to further enhance efficiency of resource allocation, promote macroeconomic stability and improve public debt management.

2.2 This strong macroeconomic performance has, however, not translated into significant reduction in poverty over the years. A Gambia Bureau of Statistics (GBoS) poverty assessment (IHS-2010) puts the poverty level at 48.4% falling from 58% in 2003. The poverty level is higher in rural areas at 73.9% compared to 32.7% in the urban. In terms of regional variation, Central River North (CRR-N) has the highest level of poverty with 79% whilst Banjul has the lowest at 16.4%.

The Gambia is, on track to achieving certain MDG targets such as universal primary education and access to safe drinking water. Immunization targets set for the proportion of one year old children immunized against measles has been attained. Achieving some of the MDGs such as MDG1 (poverty and hunger) remains a huge challenge. MDGs relating to HIV and AIDS, malaria and tuberculosis, global partnership for development and gender equality are off track and will only be met with immense and concerted efforts. For child health, the country is currently unlikely to meet the MDG targets for infant and child mortality indicators given current trends. For the MDG target of reducing the maternal mortality rate by three quarters between 1990 and 2015, indicate a downward trend as follows: 730 (Maternal Health Study, 2001); 551 (GOTG Fistula study, 2006); 630 (WHO Country Report, 2010), which implies that the country is not on track to achieving the target (263) by 2015. Regarding the percentage of births attended by skilled birth attendants, it is unlikely the country will meet the MDG target of 90% in 2015 considering a 2005/06 estimate of 56.8%. 
2.3 Finding accurate data on employment in The Gambia remains a challenge. According to the IHS 2010, the overall national unemployment rate (15-64 years) is approximately 22% with the urban areas of Banjul and Kanifing having the highest share i.e. 38% and 33% respectively. This, notwithstanding, the majority of urban residents depends on wage employment and a monetized system, underemployment coupled with low wages continues to be high. Large family size and high dependency rates mean that many earn far below the income level (about 40%) required to maintain a decent standard of living; and women are particularly disadvantaged as they earn less than men. Thus, employment that entitles people to a steady and reasonable income is a guarantee for reducing poverty and vulnerability and ensures a decent standard of living for all Gambians. With 40% of the youths and 70% of the women engaged in low productivity subsistence agriculture, employment issues are a major cause for concern for the government. The creation of increased employment opportunities is thus identified as a national development priority and a key focus area of the Gambia’s new national development strategy- Programme for Accelerated Growth and Employment (PAGE).

2.4 Reducing poverty and achieving the MDGs thus remains a policy priority of the Government of The Gambia. Key impediments to reducing poverty include among others; a limited resource base exacerbated by unrealised donor pledges from the 2008 Donor Round Table on the PRSRP II; a deeply depleted skill-base resulting in under capacitated public institutions and poor implementation of programmes; the lack of reliable data to inform policy; and cultural practices that hinder women’s access to economic resource given that they constitute the majority of the poor.

2.5 The 1997 Constitution provides the framework for strengthening the governance processes in The Gambia for poverty reduction, sustainable improvement of the socio-economic and living standards of all. Progress is being made in some areas on financial and economic governance. Civil Service Reform is also ongoing with proposals to increase salaries, improve policy planning and management and institutionalize a performance reward system. These measures are critical to improving public service delivery, addressing poverty and gender issues, in a context where local communities are largely dependent on public service, especially at local government level.

2.6 In the area of democratic governance, the government has taken important steps to ensure inclusiveness as a result of the 1997 Constitution, which revised the voting age downwards from 21 to 18 years. The Presidency has nominated women to the National Assembly; however, with only 7.2% constituting female members, there remains the challenge of increasing the number of elected women in the National Assembly. The
same constitution also requires elected National Assembly members to spend a required amount of time in their constituencies in order to broaden citizen participation and inclusiveness. There is room for improvement.

2.7 Other measures that will encourage and strengthen democracy and electoral processes include: legal reforms and institutional building; a more vigorous civic and voter education campaign; a true decentralised governance arrangement; inclusive participation of the citizenry, especially women and youth in government activities at national and local level will effect a change in citizens’ attitude to the issues of governance and democracy; and press freedom.

2.8 According to the Beijing + 15 Report of 2009, women constitute 51% of the population of The Gambia but occupy only 9.4% of the skilled labour force compared to 61.9% of the unskilled. This challenge posed by the low level of literacy among women also limits their participation in decision making and representation in decision making bodies. This low representation or “invisibility” is most pronounced in local government administration where out of all the Governors, Mayors, Chairpersons of Councils and District Chiefs, there are no women. Women constitute 13.4% of elected councillors and of the 1,873 Alkalolu (village heads) in The Gambia, only 5 are women. Women constitute 7.2% of the membership of the National Assembly and 21.1% of the Executive or Cabinet. Low representation means that women are not able to influence decisions at the national level, including those that directly affect their lives such as harmful and or disenfranchising cultural beliefs and practices. Therefore, ensuring participation and equal representation of women in the decision making processes is one way of empowering them and lightening their burden. The national gender policy (2010 – 2020) states and aims to achieve 30% participation of women in public and elected positions.

2.9 Addressing the policy priorities of Government of The Gambia also includes addressing some of the environmental challenges the country is facing. These include land and coastal degradation, improper waste disposal, loss of biodiversity, habitat degradation, overstocking and indiscriminate animal rearing/grazing, overexploitation of resources, poor natural resources management systems, lack of sustainable livelihood alternatives, indiscriminate bushfires and tree felling for farming and other purposes. The Gambia is a signatory to the key Multilateral Environmental Agreements (MEAs) such as the United Nations Framework Convention on Climate Change (UNFCCC), the United Nations Convention on Biological Diversity (UNCBD), and the United Nations Convention to Combat Desertification (UNCCD). The country has also ratified the Kyoto Protocol committing her to the sustainable management of the environment.
2.10 Given that the rural poor depend on the availability of natural resources for their livelihoods, a nexus of issues closely links poverty alleviation and environmental protection, and efforts to conserve natural resources and reduce pollution may not succeed without opportunities for local people to feed themselves. The poverty-environment issues include but not limited to the observation that development schemes often sacrifice longer-term sustainability for short-term gains, and overexploitation of natural resources harms eco-system health and in time reduces economic outputs.

2.11 The environment poverty nexus coupled with the impact of climate change and climate variation on key sectors of the Gambian economy (forestry, fisheries, agriculture, water resources, energy, etc.) present hurdles in addressing the Gambia’s environmental challenges which is a prerequisite for economic development. In order to address these challenges, The Gambia developed the Green House Gas (GHG) inventory, prepared the National Adaptation Plan of Action (NAPA), conducted studies on Investment and Financial Flows (I&FF) on what it will take to adapt to and mitigate the impacts of climate change in the key environmental sectors; developed the National Biodiversity Strategy and Action Plan (NBSAP) and the Desertification Action plan. The Gambia has also developed institutional policies such as The Gambia Environment Action Plan (GEAP 1 & 11), Biodiversity Policy and drafted energy, agriculture and natural resources policies. However, their implementation requires proper coordination in view of their fragmented nature and overlap of the mandates of the various stakeholder institutions.

2.12 HIV/AIDS prevalence rate in The Gambia has remained low since being diagnosed in 1986. The 2008 sentinel surveillance data puts the prevalence rate at 1.4%. Between 1993 and 2007, the prevalence rate has been uneven between HIV1 and HIV2. A review of the National Aids Control Programme (NACP) and MRC reports revealed that 54% and 46% of the AIDS cases are women and men respectively; and 90% of all cases are found between the ages of 20 to 54. The data further reveals that men in the 35 to 55 age bracket are twice more likely to be infected than their female counterparts. The likelihood is higher in younger females compared to males of their age group (18-25). The Gambia has adopted the “Three Ones” approach (one strategic plan, one coordinating body and one M&E Framework) as the basis for combating HIV and AIDS.
III. Past Cooperation and Lessons Learnt

3.1 The previous Country Programme 2007 – 2011 focused on two main objectives: poverty reduction and achieving the MDGs, and governance and human rights inspired by findings of both the Mid Term Review (MTR) and final evaluation of the Country Cooperation Framework. The 2007 – 2011 Country Programme contributed in achieving these objectives mainly through support to the establishment of systems and strengthening of institutions. From the findings of the UNDP CPAP (2007 – 2011), MTR and the final evaluation of the country programme, overall implementation was focus on supporting many key projects including the following: support to Independent Electoral Commission (IEC) for holding two cycles of national elections; civil service reform; strengthening Civil Society Organisation (CSO) and media organizations; enhancing the role of women in decision-making; formulating and implementing an MDG-based PRSP II; youth employment and environmental management.

3.2 UNDP has also helped in the establishment of the National Planning Commission (NPC) in order to strengthen national economic planning and monitoring capacity. This is important for creating an enabling environment for effective policy and planning that is conducive to broad-based sustainable development. However, the NPC was disbanded after three years. UNDP has assisted the updating of the employment policy and strengthened the capacities of the Ministry of Trade, Regional Integration and Employment (MOTRIE) and vocational institutions, thereby creating employment opportunities through a programme offering marketable skills training and business start-up loans to over 3000 youths and women (GAMJOBS). However, loan recovery especially among the youth was low. UNDP provided technical and financial support to the PAGE and its M&E framework formulation and adoption. It supported the adoption of the gender policy and the enactment of the Women’s Act; operationalised the legal aid and alternative dispute resolutions mechanisms; and strengthened the National Assembly. UNDP also supported the establishment of the National Disaster Management Agency (NDMA).

3.3 The impact of the programme on the wellbeing of Gambians especially at the grassroot level was hampered by operational weaknesses. Such weaknesses include several disjointed projects which were not necessarily well planned and conceived. In many cases they were small scaled and short-term, lacking sufficient linkages and synergies. This was further compounded by the fact the UNDP Country Office worked in “silos”. Weak linkages between policy and programme resulted in limited impact of UNDP activities at both central and grassroots levels. To address these operational and policy
issues, UNDP in the current CPAP cycle will shift to an integrated and holistic programming and implementation framework. The vacuum created by the lack of institutionalised planning apparatus at central level continues to hinder impactful development. However, the Government of The Gambia has informed UNDP of its intention to re-instate the NPC which was disbanded in June 2009. This will strengthen government planning, coordination and leadership.

3.4 Lessons learnt from the CPAP (2007 – 2011) midterm review and final evaluation have been reviewed and consolidated into the CPAP (2012 – 2016). These lessons led to the modification of the current implementation modalities which integrate and coordinate various stakeholder interventions in a holistic “One Programme” approach. It is also important to reduce fragmentation, and enhance partnerships with other UN agencies and national stakeholders to address the weak national capacities and unfavourable institutional environment. It is therefore imperative for UNDP to support planning, monitoring, budgeting and statistical capacity at all levels of government. The implementation of the Harmonised Approach to Cash Transfer (HACT) will be continued and the need to undertake the Assessment of Development Results (ADR) to better position UNDP programmes in the national context.

IV. Proposed Programme

4.1 The Gambia’s National Development Strategy (NDS), the Programme for Accelerated Growth and Employment (PAGE) will be implemented over the period 2012 – 2015 and has the overall objective of enhancing growth and broad based employment generation. The focus of the PAGE is inspired by the need to achieve the MDGs and Vision 2020, and it responds to challenges from the implementation of PRSP II and earlier medium term development plans. Economic growth over recent years has been driven mainly by sectors such as telecommunication and services, which have limited impact on employment and incomes of large sections of the population.

4.2 The PAGE identifies specific objectives to be achieved in all major sectors of the economy. For the Agriculture sector for example, the objective is to transform The Gambia into a major supplier of agricultural products to the local and international markets. This will not only ensure the availability of food but wider markets would guarantee value for produce and improve the income of farmers. For the Health sector, PAGE will strive to reduce morbidity and mortality and contribute significantly to the quality of life of the population. Conscious of the need to safeguard our natural resource base, the PAGE goal for the Forestry sector is to conserve and promote the rational use of the nation’s natural resources consistent with the overall goal of sustainable
development. Similar objectives are set for other natural resource sectors. The PAGE has also set objectives for Water and Climate Resource sub-sectors, Land Use Planning, National Human Capital Stock Formation; Strengthening Government Institutions (Judiciary, ombudsman, National Assembly, PMO, and GBOS); Public Financial Management; and Decentralization aimed at addressing identified challenges in these areas.

4.3 The UNDAF 2012 – 2016 seeks to align with national development priorities identified in the PAGE. To ensure consistency, the three pillars of the UNDAF, namely; Poverty Reduction, Basic Social Services and Governance and Human Rights have been aligned with some of the PAGE programmes. The formulation of the CPAP drew upon the UNDAF and UNDP CPD, and was prepared in a participatory manner involving a wide range of stakeholders, including the Government, UN agencies, Civil Society and other development partners. The process highlighted the key challenges that are facing The Gambia and identified priority interventions to achieve its development aspirations. To this end, the CPAP will be guided by the need to promote and sustain inclusive development in The Gambia. Over the programme period, focus will be on two outcomes or programmatic results namely first (Outcome1) “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” and second (Outcome2) “Sustainable livelihoods security enhanced for disadvantaged groups through the promotion of income diversification opportunities and better management of environmental resources”.

4.4 In terms of the geographical coverage, the implementation of the CPAP will be guided by the UNDP’s mandate on poverty reduction and achievement of the MDGs. The CO will select intervention sites based on the findings of the poverty mapping of the Integrated Household Survey (IHS 2010), as well as periodic MDG progress/status reports. Every effort will be made to ensure complementarity and enhance synergy with other UN agencies and development partners through the Donor Coordination Group (DCG).

**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

This CPAP outcome is based on UNDAF outcomes 1 and 8 and UNDP will partner with Ministry of Finance and Economic Affairs (MOFEA) as the lead implementing partner and key stakeholders. It comprises six outputs as follows:
4.5 **Output 1.1** Pro-poor policy, planning and budgeting capacities of national and local level institutions strengthened by:

Developing a National Human Development Report (NHDR) through participatory processes for informing pro-poor policy and planning; developing and implementing the MDGs Acceleration Framework (MAF) to address lagging MDGs at central and local levels, preparing MDG bi-annual national reports; supporting the development and implementation of aid coordination policy; creating innovative partnerships and approaches for resource mobilisation for key national development programmes and strategies; and strengthening evidence-based monitoring, evaluation and reporting of key national development programs and strategies.

The CO will also support policy development for inclusive financial services (credit, money transfer, savings and insurances), sustainable energy services, information and communication technologies; support sectoral public expenditure reviews, including public expenditure tracking and gender-responsive budgeting; encourage and facilitate policy dialogue, including South-South cooperation to inform policy development and implementation; and support local ownership and participatory processes in the design and implementation of planning, budgeting and economic reform efforts.

4.7 **Output 1.2:** Strengthened statistical capacities for informing evidence based policy formulation, implementation and monitoring at all levels by:

Supporting the update and implementation of the National Strategy for the development of statistics; assessing and strengthening the capacities of relevant planning, M&E units and statistical offices to produce quality and timely national statistics at central and decentralized levels; supporting the regular updates of GamInfo and the development of Labour Market Information Systems (LMIS).

Further interventions will include supporting annual participatory statistical forum and other fora for the establishment of country-owned knowledge system nodes at all levels. Studies will also be conducted to examine the drivers of growth and linkages between growth, poverty and inequality at all levels.
4.8 Output 1.3: Strengthened capacities of governance institutions for accountability, justice and participation at all levels by:

Supporting awareness raising through effective communication and advocacy interventions on the responsibilities and functions of key governance institutions at all levels; developing knowledge tools; supporting periodic dialogue fora and strengthening management and reporting systems in areas such as public financial management and justice to the poor; and promoting participation and voice at central and local levels. The CO will further support the establishment and operationalization of a consultative forum for meaningful and active non-state actors (CSOs) participation in inclusive development; facilitate periodic and regular reporting on international body treaties; and support the implementation of the gender policy to ensure empowerment of women at all levels and sectors.

4.9 Output 1.4: Social Protection framework formulated and implemented in partnership with relevant UN Agencies by:

Supporting the formulation, adoption and implementation of coherent social protection framework especially for women, youth and vulnerable groups; assessing and strengthening the capacities of relevant institutions with mandates to develop coherent social protection framework, effective delivery mechanisms and targeting principles; and supporting the establishment of a consultative platform for dialogue on social protection policies, systems and strategies.

4.10 Output 1.5: Access to best practices for civil service reform at national and local levels facilitated by:

Holding dialogue with the Government on lessons learnt from the piloted Public Service Reform (PSR) and the way forward; strengthening volunteering infrastructure to address existing human resources capacity gaps and encourage transfer of skills; continue to support the implementation of e-governance for effective and efficient public service delivery in support of the implementation of Civil Service Reform Strategy (CSR); and supporting the upgrade of skills and training of existing civil servants and civil service oriented institutions such as MDI for performance-based management.
4.11 Output 1.6: Pro-poor climate-resilient development strategy formulated and adopted for achieving sustainable energy for all by:

Supporting the formulation and adoption of pro-poor, climate-resilient strategy; climate change resilience, low carbon, energy, land use and coastal and marine management policies; supporting the integration of climate-resilient priorities and policies in development plans and processes; supporting the piloting of renewable energy and promote energy-efficient initiatives and multifunctional platforms; supporting the revision of land use policy with special emphasis on women; and providing technical support to disaster risk reduction structures at decentralized levels.

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

This CPAP outcome is based on UNDAF outcomes 3, 6 and 7 and UNDP will partner with the Ministry of Trade, Regional Integration and Employment (MOTRIE) as the lead implementing partner and key stakeholders with particular focus on interventions at grassroots level. It comprises three outputs as follows:

4.12 Output 2.1: Small producers, particularly women, youths and vulnerable groups, access and utilize productive resources and markets through value addition facilities and services by:

Supporting the preparation of knowledge products\(^1\) and tools for the development of Small and Medium Enterprises (SMEs) (foot note), particularly for women and youths in selected regions; supporting value-addition of primary commodities on-site in terms of processing, marketing and distribution by small producers, particularly women, youths and vulnerable groups; and advocating for increased access, utilization, ownership and control of productive resources including land and water.

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\(^1\) Such knowledge product will include the capacity of small producers to access and utilize markets and credits from banks and microfinance institutions, and the market efficiency of strategic commodities
4.13 Output 2.2: Capabilities for skills, access to technology, information and knowledge for women, youth and vulnerable groups enhanced by:

Supporting the expansion of vocational, entrepreneurship, business management skills training, and operationalization of business incubators among disadvantaged and vulnerable groups in two pilot regions; building capacities of relevant departments of the Ministry of Trade and other related institutions to encourage private entrepreneurship, competitiveness and facilitate trade and investment; supporting fora for public-private sector consultation and dialogue on employment issues; and supporting awareness raising on work ethic in The Gambia through effective communication and advocacy interventions leveraging key messages and action agenda from the 2012 National Human Development Report.

4.14 Output 2.3: Sustainable use of environmental resources enhanced through

Supporting and promoting community based natural resources management initiatives such as ecotourism. UNDP will strengthen local capacities and governance structures for community based natural resource management.

5 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 effort of all stakeholders. Due to its small resource base and limited staff complement, UNDP The Gambia recognises the development of a partnership strategy is central to realising the objectives of the CPAP. The key partner in the implementation of the country programme is government. Other important partners include the UN System agencies, the Bretton Woods Institutions, CSOs, private sector and bilateral and multilateral donors as referenced in the results and resources framework of the CPAP. Below is a brief outline of the roles of partners:

5.2 UNDP: Viewed as a catalyst in advancing key issues, such as creating the enabling environment to achieve the MDGs, UNDP The Gambia will continue to maintain close collaborated with its partners – government, donors, civil society and other stakeholders. In the absence of many development partners in the country, UNDP continues to play an important catalytic role. UNDP has comparative advantage in the areas of governance, capacity development, poverty reduction, gender, HIV/AIDS,
environment, aid coordination, and fostering dialogue on development issues. A particular strength of UNDP is its ability to try innovative approaches through piloting/experimenting, which allows government to build credible programmes for scaling up and securing larger funding envelopes from other donors. For example, institutional strengthening and cost effective training of civil servants and private sector through support of the School of Management and faculty of Law at the University of The Gambia (UTG) resulted in the graduation of new lawyers, which will reduce the dependant of expensive expatriate lawyers. This initial UNDP support and their results have been used to leverage extra financial resources for UTG of over 50 million US dollars from various Arab International Development agencies. 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 to this partnership is centred on the government and its priorities. There is also a need to build capacity and confidence in the government required to stimulate resource flow and utilisation in support of its development agenda. As head of the civil service, the Secretary General’s office will provide strategic, policy, coordination and leadership for the CPAP, while the Ministry of Finance and Economic Affairs will provide support for national programming, planning and resource mobilisation. Government will be required to create an environment for organisational effectiveness that will provide national ownership of programmes and enhance sustainability. As a contribution to the programme, Government cost sharing arrangements will be pursued, and the appointment of dedicated human resources for the implementation of nationally implemented projects.

5.4 UN System: The UN agencies will work collectively and through dialogue 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 poverty reduction and social protection, basic social services and governance and human rights. A critical requirement for the CPAP will be the implementation of the UN reform agenda such as implementation of the HACT, joint programming and close collaboration with Bretton Woods Institutions.

5.5 Other Development Partners: Both bilateral and multilateral donors such as the AfDB, EC and the Commonwealth will be required to provide additional resources to scale up some of the proposed interventions in the CPAP. Partnership with bilateral and multilateral donors could cover the field of capacity development, poverty reduction, aid coordination and management, governance including decentralisation, human
rights, 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. Based on past experiences such efforts have been limited by weak governance structures and practices. There exist very good prospects for partnership building, joint programming and resource mobilisation, and these should be exploited fully.

5.6 Civil Society Organisations (CSO): Partnership with the broader 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 CSOs in the implementation of CPAP activities.

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. Close collaboration with the private sector will be strengthened to engender pro-poor economic growth, especially for small and medium scale entrepreneurs.

6 Programme Management

6.1 The programme will be nationally executed under the overall coordination of the Secretary General and the Head of the Civil Service; Office of the President. During this programme period, premised on strong government leadership, all national stakeholders under the coordination of Office of The President will implement programme activities in a more focused, timely, and strategic manner.

6.2 The CPAP is structured as one integrated programme that combines Poverty and environment with governance as a crosscutting issue and the implementation structures streamlined and rationalised. The four existing Programme Management Units (PMU) will be collapsed into one PMU and an internal Programme Support Unit (PSU) established to jointly interface with the PMU for Programme implementation. However, ultimately, UNDP intends to support the national government structures to execute programmes in line with the Paris Declaration on Aid Effectiveness. Greater efforts will be made in the new programme to focus more on results and transformational changes at central and grassroots levels involving both upstream and downstream activities, to impact on the lives of ordinary Gambians. This approach is an important step towards rationalising management costs and increasing operational efficiency in an era of shrinking development financing.
6.3 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. The country programme adopts the United Nations reform principles, especially simplification and harmonisation, by operating in line with the harmonised common country programming instruments such as the UNDAF result matrix, monitoring and evaluation, and programming resources framework in the CPAP and the AWPs. In line with the Joint Programming Guidelines, the scope of inter-agency cooperation is strengthened to cultivate new programme and geographic convergence.

6.4 Atlas contributes to timely, efficient delivery of activities and effective financial monitoring. 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 the UNDP using the following:

1. Cash transfer directly to the Implementing Partner:
   
   a. Prior to 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 Implementing Partners on the basis of requests signed by the designated official of the Implementing Partner.

3. Direct Payment to vendors or third parties for obligations incurred by the 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. Reimbursement for previously authorised expenditures shall be requested and released quarterly or after completion of activities. The UNDP shall not be obligated to reimburse expenditure made by an Implementing Partner over and above the authorised amounts.

6.6 Resource mobilisation efforts would be pursued to support the Resource and Result Framework (RRF) to ensure sustainability of the programme through cost sharing, trust funds, or government cash counterpart contributions. UNDP will also facilitate resource mobilisation through viable mechanism available for the implementation of the Government’s Programme for Accelerated Growth and Employment 2012 – 2015.
7 Monitoring and Evaluation

7.1 There will be a conscious effort to link the CPD, UNDAF and the PAGE 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 the monitoring and evaluation plan. UNDP will assist in building national capacity to monitor and evaluate the national strategy (PAGE) on an ongoing basis. To facilitate this effort, programme interventions will be designed so as to ensure clarity of results that are measurable, and can be monitored and evaluated.

7.2 Government and UNDP will be responsible for the setting up of the necessary M&E mechanisms, tools and conducting reviews with a view to ensuring efficient utilisation 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 utilisation as articulated in the AWP. The reporting will be quarterly (could be reconciled with the periodicity of the financial reporting below), and the periodicity of the reporting will be harmonised with that of other 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 (HACT) to Implementing Partners. UNDP in collaboration with other UN agencies will provide the required assurance system and build capacities of Implementing Partners. To that effect, Implementing Partners agree to the following:

1. Periodic on-site reviews and spot checks of their financial reports by UNDP or its representatives.

2. Programmatic monitoring of activities following UNDP's standard 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 audit of implementing partners with large
amount 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 effectively contributed to the development objectives of the PAGE and UNDAF.

7. Conduct of outcome evaluations and project evaluations required by a partnership protocol (e.g. GEF) or national priority.

8 Commitments of UNDP

8.1 For the implementation of the country programme from 2012 to 2016, there is a regular resource allocation (TRAC) of $9.8 million. UNDP in close cooperation and support from Government will seek to mobilise an additional $2.250 million from the Global Environment Facility, global trust funds, bilateral and multilateral funding institutions. These core and non-core resource allocations do not include emergency funds that may be mobilised in response to humanitarian and crisis situations.

8.2 UNDP will ensure coherence between the CPAP/AWP, UNDAF result Matrix and MDGs, including M & E reporting. Through annual reviews and periodic progress reports, responsibilities between UNDP, the Government and other Implementing Partners will be emphasised.

8.3 UNDP will provide, at the request of the designated institution, the following support services for the activities in the CPAP:

i. Identification and assistance with and/or recruitment of programme and project personnel;

ii. Procurement of goods and services in accordance with UNDP regulations, rules, policies and procedures;

iii. Identification and facilitation of training activities; and

iv. Access to the support provided by the network of UN specialised agencies, funds and programmes.

8.4 In case of direct cash transfer or reimbursement, UNDP shall notify the Implementing Partner of the amount approved by the UNDP and shall disburse funds to the
Implementing Partner within 30 days (from the date of submission of a completed Fund Authorisation and Certificate of Expenditures - FACE)

8.5 In case of direct payment to vendors or third parties for obligations incurred by Implementing Partners on the basis of requests signed by the designated official of the Implementing Partner; or to vendors or third parties for obligations incurred by the UNDP in support of activities agreed with Implementing Partners, UNDP shall proceed with the payment within 30 days (from the date of submission of a complete request)

8.6 UNDP shall not have any direct liability under the contractual arrangements concluded between Implementing Partner and a third party or vendor.

8.7 Where more than one UN agency provides cash to the same Implementing Partner, programme monitoring, financial monitoring and auditing will be undertaken jointly or coordinated with those UN agencies.

9 Commitments of the Government

9.1 The Government will honour its commitments in accordance with the Standard Basic Assistance Agreement (SBAA) of 24 February 1975. The Government shall apply the provisions of the convention on the Privileges and Immunities of the United Nations agencies to UNDP’s property, funds, and assets and to its officials and consultants. In addition, the Government will accord to UNDP and its officials and to other persons performing services on behalf of UNDP, the privileges, immunities and facilities as set out in the SBAA.

9.2 Mechanisms for participatory planning, monitoring and evaluation on the progress of the country programme involving civil society and other development partners will be implemented. The Government is also committed to organising periodic programme review, planning and Joint Strategy Meetings and where appropriate, coordinate sectoral and thematic development partner groups to facilitate the participation of donors, civil society, private sector and UN agencies. In addition, the Government will facilitate periodic monitoring visits by UNDP staff and/or designated officials for the purpose of monitoring, meeting beneficiaries, assessing the progress and evaluating the impact of the use of the programme resources.

9.3 Cash received by the Government and national CSOs Implementing Partners shall be used in accordance with the established national regulations, policies and procedures consistent with international standards, in particular ensuring that cash is expended for the activities as agreed in the Annual Work Plans (AWPs), and ensuring that reports on
the full utilisation of the received cash are submitted to UNDP within six months after receipt of funds. Where any of the national regulations, policies and procedures are not consistent with international standards, the UN agency regulation, policies and procedures will apply.

9.4 A standard FACE report, reflecting the activity line of the AWP, will be used by Implementing Partners to request for the release of funds, or to secure the agreement that the UNDP will reimburse or directly pay for planned expenditure. The Implementing Partners will use the FACE form to report on the utilisation of cash received. The Implementing Partners shall identify a designated official(s) authorised to provide the account details, request and certify the use of cash. The FACE form will be certified by the designated official(s) of the Implementing Partner.

9.5 In case of international NGO or IGO Implementing Partners, cash received shall be used in accordance with international standards in particular ensuring that cash is expended for activities as agreed in the AWPs, and ensuring that reports of the full utilisation of all received cash are submitted to UNDP within six months after receipt of the funds.

9.6 To facilitate scheduled and special audits, each Implementing Partner receiving cash from UNDP will provide the UN agency or its representative with timely access to:

- All financial records which establish the transactional records of the cash transfers provided by UNDP;
- All relevant documentation and personnel associated with the functioning of the Implementing Partner’s internal control structure through which the cash transfers has passed.

10 Other Provisions

10.1 This CPAP enters into force on the date signed by both parties and in the case the CPAP is signed on different dates, then it shall enter into force on the date of the later signature. The CPAP shall continue to be in force until the 31 December 2016.

10.2 This CPAP supersedes any previously signed CPAP between the Government and UNDP and may be modified by mutual consent of both parties on the recommendations of the Joint Strategy Meeting.
IN WITNESS THEREOF the undersigned, being duly authorised have signed this Country Programme Action Plan on this day 9th March 2012 in Banjul, The Gambia.

For: The Government of The Gambia

Signature: 
Name: Dr. Njogou L. Bah
Title: Secretary General & Head of the Civil Service
Date: 04/04/12


Signature: 
Name: Chinwe M. Diké
Title: Resident Representative
Date: 12/04/2012

Country programme Action Plan 2012 - 2016