



Empowered lives.  
Resilient nations.

**PROJECT DOCUMENT**  
**THE GAMBIA**

**Project Title: Support to strengthened capacities of national institutions responsible for economic management and evidence-based policy, planning and budgeting to achieve inclusive growth and poverty reduction in the Gambia**

**Project Number: 00039169**

**Implementing Partner: Ministry of Finance and Economic Affairs (MOFEA)**

**Start Date: 01/09/2017 End Date: 31/12/2021 LPAC Meeting date: 29/08/2017**

**Brief Description**

This project will provide support to national institutions responsible for economic management and evidence-based policy, planning and budgeting to achieve inclusive growth and poverty reduction in the Gambia. More specifically, the project will seek to address weak economic management which has significantly contributed to widening fiscal deficits, rising public debt and balance of payments problems; minimal alignment between priority areas and resources allocation resulting from weak linkage between planning and budgeting and to the hitherto consideration of political out-of-plan initiatives; weak institutional capacity linked to insecurity of tenure and high staff turnover retarding implementation of programmes; and low outcome level results. This goal and objective will be met by strengthening the institutional policies and technical capacities needed to manage the economy, while stimulating multi-stakeholder, cross-sectoral cooperation for effective implementation in the field. Reaching this state will require pursuing the following broad operational strategies: (i) Strengthen capacity for sound economic (fiscal) policy, research and data for evidence based decision-making including use of foresight and generation of scenarios in addition to projections; (ii) Enhance capacity for pro-poor and gender-responsive budgeting, resource allocation, management and reporting, while demystifying the planning and budgetary process and making these processes inclusive and participatory by engaging all citizens including the most marginalized to reflect the priorities, realities and yield greater positive impact on the welfare of the poor and vulnerable; (iii) Build and strengthen capacity for effective development planning, monitoring and evaluation across Government and Councils; and (iv) Strengthen capacity for effective public finance management, internal controls and increased accountability in government operations.

Contributing Outcome (UNDAF): By 2021, accelerate inclusive and sustainable economic growth to reduce poverty and inequality for the vulnerable groups  Indicative Output(s) with gender marker: Capacity of national and subnational-level institutions strengthened to deliver improved basic services, formulate pro-poor and gender-sensitive strategies and plans.	<b>Total resources required:</b>	US\$: 4,121,748	
	<b>Total resources allocated:</b>	<b>UNDP TRAC:</b>	US\$3,900,000
		<b>Donor:</b>	-
		<b>Government Cash:</b>	US\$ 221, 748
		<b>In-Kind:</b>	-
<b>Unfunded:</b>			

Agreed by (signatures):

UNDP	MOFEA
Name: <u>Ade M. Lekoetje</u>	Name: <u>Abdourahi Jallow</u>
Title: <u>Resident Representative</u>	Title: <u>Permanent Secretary</u>
Signature: <u>[Signature]</u>	Signature: <u>[Signature]</u>
Date: <u>30<sup>th</sup> August 2017</u>	Date: <u>30 August, 2017</u>

---

## I. DEVELOPMENT CHALLENGE

The Gambia Human Development Index value increased by 36.8 per cent from 0.330 to 0.452 between 1990 and 2015, reflecting progress towards the achievement of the Millennium Development Goals, with goal 2 and goal 4 achieved by 2015. In addition, The Gambia registered no decline in poverty between 2010 and 2015. According to the 2015 Integrated Household Survey, close to half of the population – 48.4% is estimated to live below the poverty line. Poverty continues to be a rural phenomenon in Gambia, with more than 79.5% of the rural population living below the poverty line. The 2015 Human Development Report (HDR) shows that the multidimensional poverty rate in Gambia was around 57.2% in 2013. Close to 1.06 million of the country's 1.9 million people are multidimensionally poor, while an additional 21.3% (394, 000) live near multidimensional poverty.

In pursuit of the enhancement of good resource management, reforms have been undertaken in the public sector to increase the efficiency and transparency of service delivery including statistical capacity through the establishment of the Parliamentary Network against Corruption, passing of the Public Finance Act 2014 and updating the Financial Instructions of Government to further enhance transparency and due process in public finance management. The Public Accounts Committee/Public Enterprise Committee of The National Assembly have been reinforced in capacity to ensure transparency and service delivery effectiveness and accountability by holding Public Hearings on the performance of public institutions. The government accounts have been computerized through the Integrated Financial Management Information System (IFMIS) which has helped reduced the backlog in the preparation and audit of government accounts.

However, successive medium term development plans towards the realization of the country's long term goal of attaining middle income status as enshrined in Vision 2020, have not generated the growth required for that purpose. GDP growth over the years has been volatile fluctuating from a high of 7.1% in 2004 to a low of -4.3% in 2011, while steady and high growth rates are needed to achieve sustained and inclusive poverty reduction. In effect, the long-term GDP growth from 1994 through 2013 has been undulating and unstable, averaging a modest 3.5% per year against an average of 4.1% for Sub-Saharan Africa.

Similarly, the country has not made significant inroads in tackling poverty and inequality. Results from the Integrated Household Survey 2015/16 show that poverty has hovered around 48% (48.6% in 2015/16 as opposed to 48.4% of the population that was estimated to be poor in 2010); and rural poverty has increased from 64 per cent to 69 per cent during the same reference period therefore showing huge disparity between urban and rural areas, while inequality remained unchanged with a gini index of 0.359<sup>1</sup>.

Over the medium term, the main challenges for the economy are strengthening economic and financial stability, enhancing growth prospects, and reducing poverty. The level of growth achieved so far was not sufficient to reduce poverty and unemployment and increase per capita income. The Gambia also remains prone to external shocks as its main sources of foreign exchange: agriculture, tourism and re-export trade activities are all heavily dependent on exogenous factors.

The mid-term review of the just concluded Programme for Accelerated Growth and Employment (PAGE) found that the targets related to: level of poverty reduction, increase in employment and raising per capita income of Gambians were not realized. It is also evident now that the double-digit rate of annual economic growth which was expected to underpin performance under the PAGE was not attained. The failure to achieve these targets has had a significant impact on the attainment of the country's Vision 2020 objectives which has had the effect of retarding Gambia's growth and the efforts to combat poverty.

The non-achievement of these crucial targets revealed among other challenges, weak economic management which has significantly contributed to widening fiscal deficits, rising public debt and balance of payments problems. Also evident was: a minimal alignment between priority areas and resources allocation resulting from weak linkage between planning and budgeting; a lack of inclusive processes in planning and budgeting; weak institutional capacity linked to insecurity of tenure and high staff turnover retarding implementation of programmes; and low outcome level results. All these contributed to further constricting growth, as neither the drivers nor the factors

---

<sup>1</sup> Gambia Bureau of Statistics, Integrated Household Survey 2015/16, May 2017

undermining growth could be addressed, with a negative impact on poverty and employment. Furthermore, implementation of economic reforms over the years has been marred by policy slippages, inconsistency, expenditure overruns and other external shocks.

Consequently, fiscal deficit increased from -4.5% of GDP in 2011 to -8.3% of GDP in 2014. The widening fiscal deficit was largely financed through domestic debt. Subsequently, public debt stock rose from just below 70% of GDP at the end of 2010 to over 100% of GDP by end of 2014, of which close to 52% was domestic debt. The increasing domestic debt has attracted high interest rates, averaging above 20%, and interest payments are consuming more than 35% of the total government budget. The wage bill and interest payment are jointly claiming above 70% of the total budget. This has crowded out the private sector and significantly reduced the government's ability to invest in development projects and productive infrastructure, making it more difficult to reform fiscal policy in support of the enterprise and social development agenda.

The review has equally noted that the UNDP support to policy formulation and development of sectoral plans helped to improve coordination and monitoring of the medium-term planning frameworks. Support to the national Millennium Development Goals status reporting and development forums, and strengthening of statistics, contributed to effective pro-poor policies and strategies formulation. Greater effort is therefore needed to address the challenges that continue to hamper the country's prospects for achieving inclusive growth and poverty reduction, including their root causes, as well as consolidate the gains registered through various interventions by Government, UNDP and other development partners.

The proposed UNDP support will therefore outline interventions that will contribute towards the effective realization of the UNDP Country Programme Document results area one: *inclusive economic growth and poverty eradication*. This is in alignment with the United Nations Development Assistance Framework (UNDAF) 2017-2021 priority area one: Governance, Economic Management and Human Rights, and UNDP strategic plan 2014-2017.

---

## II. STRATEGY

The Government of the Gambia implemented its medium-term development strategy the Programme for Accelerated Growth and Employment 2012-2015, and extended it to 2016. It identified five strategic pillars for achieving the development vision of eradicating poverty and becoming a middle-income economy by 2020. It has as its main goal, to significantly increase the welfare of the Gambia's population through accelerated and sustained economic growth.

It was against this backdrop that the United Nations Development Assistance Framework (UNDAF) 2017-2021 was prepared, and UNDP, in alignment with this UNDAF and its strategic plan 2014-2017, proposes to focus its support for the period 2017-2021 as articulated in its country programme document (CPD) on three main results areas, namely: a) inclusive economic growth and poverty reduction; b) governance and human rights; and c) environment and resilient development, as articulated in its Country Programme Document for the Gambia 2017-2021<sup>2</sup>.

While UNDP intervention areas have been identified, and aligned with the UNDAF 2017-2021 and its strategic plan 2014-2017, the Government's successor plan to the PAGE is yet to be finalised. An advanced draft of the national plan has already been produced. Following a democratic change of government as the incumbent government lost the December 1, 2016 presidential polls, the new Government is currently reviewing this draft national plan with a view to resetting priorities based on its own development agenda. It is expected that neither the UNDAF nor the CPD will be significantly affected by this change of government. The project document will therefore outline interventions that will contribute towards the effective realization of the NDP 2017-2020 and the UNDP Country Programme Document results area one: *inclusive economic growth and poverty eradication*.

The Theory of Change for this project explains the processes of change by outlining causal linkages between intended outcomes and planned interventions. The innovation of Theory of Change lies in 1) making the distinction between desired and actual outcomes and 2) requiring stakeholders to model their desired outcomes before they decide on forms of intervention to

---

<sup>2</sup> The UNDP's CPD is based on mid-term evaluation of UNDAF, CPD and PAGE and draft PAGE successor (2017-2020) Medium Term identified priorities.

achieve those outcomes. Consequently, the intended project beneficiaries will be actively involved in identifying key intervention areas to achieve intended outcomes and aligned as much as possible with emerging priorities of the new government.

It is expected that the planned activities will contribute to addressing the key issues of weak institutional and coordination mechanisms across sectors and regions, weak development planning capacities, weak alignment between National Development Plans and plans and strategies at the sectoral and regional levels, and weak linkage between the National Development Plans, Sector Strategies and the annual budget. The intended activities will address the limited participation of non-state actors, planning and budgeting processes by widening participation, voice and accountability. By so doing the interventions will effectively strengthen the capacity of national institutions responsible for economic management and evidence-based policy, planning and budgeting to formulate and implement pro-poor and gender-sensitive strategies and plans to address issues of inclusive growth and poverty reduction thereby contributing to the attainment of the overall intended outcome as stated in the CPD. It is to note that other CPD outputs to be achieved through separate interventions will also contribute to the effective realisation of this intended outcome.

The UNDP and partners will support the authorities to continue pursuing policy efforts towards fiscal consolidation, reducing inequalities across regions, structural adjustment and diversification to narrow the budget deficit as a key foundation towards reducing the debt burden and related balance of payment bottlenecks. This support is anchored on the tenets of transparency and accountability in the use and reporting of public finance. Accelerating the pace of PFM reform will help to restore the much-needed macroeconomic stability in The Gambia, build confidence of the governed and attract investment to the country.

In order to support national institutions responsible for economic management and evidence-based policy, planning and budgeting to achieve inclusive growth and poverty reduction in the Gambia, the project will identify the 1) key national institutions<sup>3</sup> responsible for economic management and evidence-based policy, planning and budgeting (i.e., the components of the project); and 2) support to be provided to strengthen the capacity of these institutions to deliver on inclusive growth and poverty reduction (i.e., the interventions). It is important that in deciding on both the components and interventions, attention is given to those with the potential to make a difference, while avoiding spreading the resources too thinly.

In the past decade, the Government's approach to planning has been largely inconsistent. First a National Planning Commission was established through an Act of the National Assembly, and later disbanded to create a Ministry of Planning and Industrial Development. This was also short-lived and in late 2015, the Government again created a Ministry of Planning and Policy. While this new ministry has remained largely dormant following the removal of the Minister shortly after its establishment, the ministry has not been formally disbanded at the time. It has however emerged that the new government does not have any immediate plans to revive this ministry, thus in the meantime, economic management and evidence-based policy, planning and budgeting remained the exclusive and primary domain of Ministry of Finance and Economic Affairs and its satellite departments.

Any intervention to support strengthening of capacities of national institutions responsible for economic management and evidence-based policy, planning and budgeting to achieve inclusive growth and poverty reduction must necessarily target the following directorates within the Ministry:

- Directorate of Development Planning (DDP): set up to provide the leadership and oversight required to coordinate, monitor and evaluate development policy and planning across all government departments. The Directorate of Development Planning is responsible for coordinating the formulation and implementation of National Development Plans (NDPs), both long and medium term; participates in and supports the formulation of sectoral and regional plans to enhance the alignment of sectoral and regional plans with NDP priorities; and serves as the head of the Planning Cadre in the country.

---

<sup>3</sup> These could be autonomous institutions or directorates within an institution.

- Directorate of Budget (DOB): responsible for the formulation, allocation, execution and post-evaluation of the various appropriations allocated to finance government's overall yearly operations; and
- Economic Policy and Research Directorate (EPRD): provides Government with expert advice and assistance in the formulation of economic policy particularly in relation to macroeconomic conditions, forecasting, public finances, and annual financial framework. As part of its work programme, the Directorate is responsible for maintaining its short-term forecasting model and produce bi-annual economic forecasts. The macroeconomic forecasts provide the basis for economically-sensitive fiscal projections which are submitted to the Directorate of Budget in preparation for the Budget Framework Paper and subsequently the annual Budget. The Directorate acts as the main interlocutor between the Ministry of Finance and Economic Affairs and Multilateral Institutions (AfDB, WB, IMF, IsDB, etc.) on macroeconomic issues.

While the Directorate of Public Finance Management (PFM) may not necessarily be an implementing entity by itself, its ability to initiate, formulate and coordinate public finance management reforms for the government is crucial, and therefore should be strengthened as part of this intervention. Support will also be extended to the Directorates of Loans and Debt Management (DLDM); Aid Coordination (ACD), Internal Audit (IAD), Accountant General (AGD), and Public Private Partnerships (PPP) in strengthening their economic management related functions and activities.

Finally, evidence-based policy and planning, including effective monitoring and evaluation and reporting, cannot happen without reliable and timely data, thus the need to strengthen the capacity of The Gambia Bureau of Statistics (GBoS). The Bureau is responsible for conducting National Surveys and Censuses, including compilation of data from administrative sources and coordinating and monitoring and harmonizing data production processes within the National Statistical System.

Also, to achieve inclusive growth and poverty reduction, there should be effective implementation of the Local Government Reform and Decentralization Policy, in particular the Local Government Finance and Audit Act, through effective support and capacity building of the Directorate of Local Governance and Decentralization within the Ministry of Regional Government and Lands and the Directorates of Planning of Councils.

The various interventions to be carried out in support of the above identified institutions will be clustered around four main clusters or project-specific outputs, namely: (i) Strengthen capacity for sound economic (fiscal) policy, research and data for evidence based decision-making; (ii) Enhance capacity for pro-poor and gender-responsive budgeting, resource allocation, management and reporting; (iii) Build and strengthen capacity for effective development planning, monitoring and evaluation across Government and Councils; and (iv) Strengthen capacity for effective public finance management, internal controls and increased accountability in government operations.

---

### III. RESULTS AND PARTNERSHIPS

#### ***Expected Results***

The planned interventions to be carried out by the project for each of the clusters are as follows:

- Cluster One: *Strengthen capacity for sound economic (fiscal) policy, research and data for evidence based decision-making*

Interventions will address through training, the capacity of EPRD staff to undertake economic policy simulations for analysing the macroeconomic and sectoral effects of specific government policies; conduct revenue forecasting and budgeting, liquidity forecasting and cash management; undertake research on fiscal policies and their implications including carrying out periodic fiscal incidence analysis to identify what, within the limits of fiscal

prudence, could be done to increase redistribution and poverty reduction through changes in taxation and spending<sup>4</sup>.

Support will also be extended to strengthening the National Statistical System comprising the National Statistical Office (NSO), individuals, institutions and other stakeholders involved in the data production industry; capacity building through training and provision of Geographic Information System (GIS) capability for the production and dissemination of high quality statistics to facilitate the planning functions and support the monitoring and evaluation of government programmes.

- *Cluster Two: Enhance capacity for pro-poor and gender-responsive budgeting, resource allocation, management and reporting*

Interventions will aim at strengthening pro-poor policy, planning and budgeting capacities of the Budget Directorate and rolling out training on the IFMIS Budget Module to budget and planning staff of MDAs to complement World Bank intervention that developed the module and trained core staff at the Accountant General Department; enhancing interface with the private sector, NGOs, and Civil Societies to raise public awareness on budget planning, execution and monitoring (including awareness on the Public Finance Act 2014) and to hold government to account; enhancing through training the capacity of Budget Department personnel to carry out their mandate in a more efficient and effective manner with a view to formulating and implementing systems/tools for gender and poverty sensitive planning and budgeting, gender budgeting, participatory budgeting and establishment of citizens' accountability frameworks including a Citizens' Budget, and undertaking service delivery surveys to check on citizens' satisfaction and budget effectiveness.

Interventions will also include capacity building, through training and/or provision of technical assistance in key areas of debt management including integration of CS-DRMS with the settlement system at Central Bank of The Gambia (CBG) and CS-DRMS<sup>5</sup> upgrade which are critical to explore sustainable options of financing with a mind on the operational and portfolio risks; Improving PFM practices related to control, integrity, reporting and accountability within government; strengthening aid management information system and monitoring and evaluation of aid inflows, which are critical ingredients in ensuring effective and efficient management of aid resources; conducting nationwide consultations on existence and use of the Aid Management Platform (AMP) Database, including development of an offline module and integration of AMP with IFMIS.

- *Cluster Three: Build and strengthen capacity for effective development planning, monitoring and evaluation across Government and Councils*

Interventions will be geared towards strengthening development planning institutional and coordination mechanisms including formulation of a national planning policy/strategy; capacity building for Planners to address current weaknesses of regional planning units; strengthening linkages between the National Development Plan, SDGs, Agenda 2063 and sectors and regional plans and policies; developing strategic planning tools and guidelines and proposing policy measures to strengthen linkage between national development priorities and budgets; conducting periodic reviews and evaluation of national development plans and the SDGs and producing reports that could serve as tools for future planning and programming processes; establishing South-South Cooperation on best practices in development planning.

Support will also be provided government's renewed enthusiasm in partnering with the private sector in the implementation of its medium and long-term development objectives through PPPs, especially in priority areas such as public infrastructure and services in the energy, transportation, tourism, and manufacturing sectors; Identifying lessons learned and strengthening capacities to analyse complex PPP proposals and to negotiate well; developing a national capital market as a viable option to raise funds for implementation of programmes.

---

<sup>4</sup> See Lustig, N (2016)

<sup>5</sup> Commonwealth Secretariat Debt Recording and Management System (CS-DRMS) is a computerized debt management software developed and installed with support of the Commonwealth Secretariat and whose support has phased out.

- ***Cluster Four: Strengthen capacity for effective public finance management, internal controls and increased accountability in government operations***

Interventions will aim at enhancing capacity of personnel management staff to access the IFMIS online to provide timely and accurate human resource (HR) information for improved HR management decision-making, as opposed to relying on printouts from Accountant General Department; Increasing financial and physical accountability in the use of public resources; providing regular and relevant training to National Assembly Members to reinforce the National Assembly's scrutiny of the budget reports (in terms of effectiveness, timeliness and follow up) and enhancing citizens' engagement in the budgeting prioritization and accountability of public resources.

Similarly, there will be a Stock-taking and review of all PFM governing tools for coherence in line with the PFM Strategy developed with the support of the World Bank but whose financing needs to be mobilised; enhancing financial and accounting systems for Local Government Authorities for an enhanced performance; decentralisation/rolling out of internal audit function to all MDAs as provided for by the Internal Audit Charter; strengthening Internal Audit and National Audit Office institutional capacity as an oversight function to enhance accountability and transparency of MDAs.

#### ***Resources Required to Achieve the Expected Results***

- Resources required to implement the planned activities to achieve the expected results include human, material and financial, the total cost of which is US\$3.54 million over the five-year period. Government and UNDP will collectively endeavour to raise more funds to support the attainment of project outcomes. Human resources cover personnel requirement including training at the level of the beneficiary institutions as well as UNDP staff time and technical assistants that may be hired to deliver specific services. Material requirements comprise operational equipment, software and logistics required to facilitate project implementation.

#### ***Partnerships***

- Traditional partners working with the Government in the field of economic management are mainly the World Bank, the International Monetary Fund, the African Development Bank and the European Union. The World Bank's support for Integrated Financial Management Information System and Public Enterprise Reforms, the African Development Bank's Institutional Support for Financial and Economic Governance; the European Union's support for public procurement reforms and the International Monetary Fund's financial and monetary surveillance and advice have helped laid the foundation for better economic and financial management of the economy. The UNDP will therefore seek to complement, collaborate and partner with these institutions for greater effectiveness and impact on the ground, while avoiding unwarranted duplication and waste of scarce resources. For this purpose, in rolling out its interventions, UNDP will leverage on its comparative advantage in capacity building, use its convening power in mobilising partners for effective policy dialogue, and promote south-south cooperation in support of government's development agenda.

#### ***Risks and Assumptions***

- In the past, and until some assurances are provided by the Government, frequent and high staff turnover has been and remains the one and only major challenge and risk to the achievement of project objectives, otherwise no other major risk is foreseen. This phenomenon which has weakened many institutions in the past must be addressed as laid-off staff carry along institutional memories that take time to rebuild. These risks will be mitigated by ensuring that adequate staff capacity is built and that systems, processes and procedures are established and institutionalised such that the absence of any one staff does not negatively hamper the work of an institution.

#### ***Stakeholder Engagement***

- The targeted groups that are the intended beneficiaries of the project are the institutions themselves based on the four clusters. However, interventions will not be limited to strengthening the capacity of these institutions and their staff alone but extended to cover

other stakeholders that have a role to play in ensuring greater transparency and holding government to account to the citizenry. These include the private sector, media, civil society organisations and the citizens in general.

Separate consultation workshops will be conducted for each stakeholder group, and regional outreach sessions will be undertaken in all the administrative regions to ensure wider citizen participation in the conduct of public affairs. The objective is to create an avenue for constant engagement and dialogue aimed at ensuring that no one is left behind in the development process. The choice of various interventions adequately reflects this objective.

#### ***South-South and Triangular Cooperation (SSC/TrC)***

- UNDP will seek to explore South-South and Triangular Cooperation where possible and necessary, by allowing for sharing of best practices, exchanges, study visits and provision of technical assistance personnel from countries in Africa and the south. Where it makes economic sense to bring a technical assistant to conduct training on the ground, and where a study tour is highly justified, the various training budgets will be utilised to finance such activity. Also, possibilities of developing a training curriculum with the University of The Gambia will be explored, in particular for the training of planners.

#### ***Knowledge***

- Besides mid-term and final evaluations of project, other knowledge products that will be produced by the project include surveys (while project will not finance cost of any survey, it will provide training and strengthen staff capacity to conduct surveys), manuals of standard operating procedures, and periodic progress reports on the National Development Plan and the SDGs. Visibility for knowledge and lessons learned will be reinforced through the regular Development Forums organised by UNDP and where a cross-section of development practitioners are invited and wide coverage provided by the media. Lead presenters and discussants will be given topics that are directly linked to UNDP interventions, thereby serving as the basis for public engagement. The outcome of these forums will form a compendium at the end of each year to be shared with key development stakeholders in and outside the country.

#### ***Sustainability and Scaling Up***

- The project beneficiaries will be involved in identifying the required interventions needed to strengthen their capacities to effectively deliver on their mandate. By so doing the interventions get rooted in the beneficiaries' daily routine and not considered as one-off development partner intervention that ceases with the support. National systems and processes will be used in procurement of goods and services, financial management and audit services, and where technical assistants are required; preference will be given to recruitment of locals if the expertise is available. Where national systems, processes and procedures are weak or absent, deliberate efforts will be undertaken to strengthen or build them as the case may be. This is a sure way of achieving sustainability and ensuring national ownership in project implementation.

---

## **IV. PROJECT MANAGEMENT**

#### ***Cost Efficiency and Effectiveness***

- In light of the fact that the ministry currently deals with a number of partners in the area of economic management, to ensure cost efficiency and effectiveness, UNDP will rely on some of the analytical work carried out by these institutions where necessary. Of particular note is the work being carried out by the UNECA to assess capacity gaps within the planning cadre with a view to strengthening the planning function in government; and the World Bank's Country Policy and Institutional Assessment (CPIA) that reviews and assesses progress on the country' PFM and other governance indicators.

Also, where intended outcomes are similar, UNDP will be prepared to enter into joint financing and implementation arrangements with relevant institutions to ensure maximum



impact. This is particularly relevant with UNECA in their planned interventions in support of strengthening the capacity of planning cadre to effectively undertake their mandate.

While UNDP will carry out spot checks on implementation process as a way of monitoring compliance with established practices and procedures, it remains open to participate in joint donor performance and portfolio reviews generally conducted by the World Bank and African Development Bank, and recently extended to the Islamic Development bank, thereby contributing to reducing the demand on MOFEA staff time. Such collaborative efforts will also facilitate learning and sharing of best practices to feed into the design of subsequent programmes and interventions.

### ***Project Management***

- The project will be located within the Projects Coordination Unit (PCU) of the Ministry of Finance and Economic Affairs, Banjul. The PCU has the responsibilities of coordination, procurement, accounting, monitoring and evaluation of projects under the Ministry. Based on the assessments conducted at different times by the Teams from World Bank, African Development Bank as well as the UNDP, the PCU is found to have acceptable fiduciary and financial management system in place. The PCU comprise of qualified and experienced staff and has a proper governance structure, answerable to the Project Steering Committee which constitutes key project beneficiaries and chaired by the Permanent Secretary MOFEA.

The PCU currently manages all the projects from all development partners that deal with the ministry and has all the necessary capacity to ensure successful implementation of this UNDP intervention. Additional support will however be needed to provide the facilitation of workshops, review sessions, procurement of one vehicle (for coordination and monitoring) and its operational maintenance and communication such as internet; carrying out annual audit of the project activities; and the need to provide professional development support by building capacity of the staff of the PCU in the relevant project management field for efficient service delivery.

The UNDP support and interventions will be subjected to annual audits to ensure that funds are disbursed for the purpose for which the project was designed, and that disbursement and use of funds are done in line with established procedures. The PCU will take all necessary steps to safeguard project resources and will remain available for any external scrutiny by UNDP personnel at any time during project implementation.

V. RESULTS FRAMEWORK

**Intended Outcome as stated in the UNDAF/Country Programme Results and Resource Framework:**  
 Growth and development are inclusive and sustainable, incorporating productive capacities that create employment and livelihoods for the poor and excluded

**Outcome indicators as stated in the Country Programme Results and Resources Framework, including baseline and targets:**

Indicator 1.1.1.1. Real gross domestic product (GDP) growth, 2017-2021 Baseline: 4.2% (2016) Target: 7%

Indicator 1.1.1.2. Percentage of population below \$1.75 per day ('poverty headcount') Baseline: 48.4% (2010) Target: 20%

Indicator 1.1.1.3. Real GDP per capita Baseline: \$271 (2014) Target: \$1,250 (Vision 2020)

Indicator 1.1.1.4: Unemployment rate, ages 18-65 Baseline: National, 29.2%; rural, 31.1, urban, 28.4% Male: 20.9%, Female: 38.3%, 2012 Target: 10% (2012)

**Applicable Output(s) from the UNDP Strategic Plan:**

Project title and Atlas Project Number:

EXPECTED OUTPUTS	OUTPUT INDICATORS	DATA SOURCE	BASELINE		TARGETS (by frequency of data collection)					DATA COLLECTION METHODS & RISKS	
			Value	Year	Year 1	Year 2	Year 3	Year 4	Year 5		FINAL
Output 1 Capacity of national and subnational-level institutions strengthened to deliver improved basic services, formulate pro-poor and gender-sensitive strategies and plans.	1.1 Number of national and subnational governments with functioning planning, budgeting and monitoring systems. National Baseline: 2 Target: 6 Sub-National: 0 Target: 4	MOFEA Annual and M&E reports	2	2016		1	1	1	1	1	
	1.2 Number of national statistical surveys that produced informed, gender-sensitive policies and plans. Baseline: 2 Target: 5	GBoS	2	2016		1	1	1	1	1	

VI. MONITORING AND EVALUATION

In accordance with UNDP's programming policies and procedures, the project will be monitored through the following monitoring and evaluation plans:  
**Monitoring Plan**

Monitoring Activity	Purpose	Frequency	Expected Action	Partners (if joint)	Cost (if any)
<b>Track results progress</b>	Progress data against the results indicators in the MRP will be collected and analysed to assess the progress of the project in achieving the agreed outputs.	Quarterly, or in the frequency required for each indicator.	Slower than expected progress will be addressed by project management.		
<b>Learn</b>	Knowledge, good practices and lessons will be captured regularly, as well as actively sourced from other projects and partners and integrated back into the project.	At least annually	Relevant lessons are captured by the project team and used to inform management decisions.		
<b>Annual Project Quality Assurance</b>	The quality of the project will be assessed against UNDP's quality standards to identify project strengths and weaknesses and to inform management decision making to improve the project.	Annually	Areas of strength and weakness will be reviewed by project management and used to inform decisions to improve project performance.		
<b>Review and Make Course Corrections</b>	Internal review of data and evidence from all monitoring actions to inform decision making.	At least annually	Performance data, risks, lessons and quality will be discussed by the project board and used to make course corrections.		
<b>Project Report</b>	A progress report will be presented to the Project Steering Committee and key stakeholders, consisting of progress data showing the results achieved against pre-defined annual targets at the output level, the annual project quality rating summary, and any evaluation or review reports prepared over the period.	Annually, and at the end of the project (final report)			
<b>Project Review (Project Steering Committee)</b>	The project's governance mechanism (i.e., project steering committee) will hold regular project reviews to assess the performance of the project and review the Multi-Year Work Plan to ensure realistic budgeting over the life of the project. In the project's final year, the Project Steering Committee shall hold an end-of project review to capture lessons learned and discuss opportunities for scaling up and to socialize project results and lessons learned with relevant audiences.	At least quarterly	Any quality concerns or slower than expected progress should be discussed by the project steering committee and management actions agreed to address the issues identified.		

## VII. MULTI-YEAR WORK PLAN

EXPECTED OUTPUTS	PLANNED ACTIVITIES	Planned Budget by Year					RESPONSIBLE PARTY	PLANNED BUDGET	
		Y1	Y2	Y3	Y4	Y5		Funding Source	Budget Description
<b>Output 1:</b> Strengthen capacity for sound economic (fiscal) policy, research and data for evidence based decision-making <i>Gender marker:</i>	1.1: In-House training in government finance statistics; fiscal analysis and forecasting; tax policy and administration; macroeconomic forecasting and management			8,000	12,000	8000	EPRD		26,000
	1.2: Develop and strengthen administrative statistics as a management information system (MIS)	10,000	60,000	60,000	60,000	60,000	GBoS,		250,000
	1.3: Short term training on Data Analysis	10,000	25,000	25,000	20,000	20,000	GBoS		100,000
	1.4: Develop adequate ICT infrastructure		155,100				GBoS		155,100
	1.5: Annual launching of the African Development outlook	5000	5000	5000	5000	5000	UNDP		25000
	<b>Sub-Total for Output 1</b>								558100
<b>Output 2:</b> Enhance capacity for pro-poor and gender-responsive budgeting, resource allocation, management and reporting <i>Gender marker:</i>	2.1: Local training of AGD staff on IPSAS, GFS 2014, information systems audit, information systems security, C# programming	10,000	30,000	30,000	30,000	30,000	AGD		100,000
	2.2: Provide training for rollout of IFMIS Budgeting Module to MDAs; and raise awareness on Public Finance Act 2014		20,000				AGD, MDAs, stakeholders		20,000
	2.3: Support preparation of a comprehensive Strategic Plan for AGD	15,000					AGD, DDP		15,000
	2.4: Integration of CS-DRMS with the settlement system at CBG and CS-DRMS upgrade and sustainability		100,000	75,000			DLDM, CBG, Consultants		175,000
	2.5: Medium term training (at most 1 month) on debt management and sustainability	30,000	50,000	40,000	40,000	40,000	DLDM, CBG, PPPD, DOB, EPRD		200,000
	2.6: Conduct annually 8 Regional and 2 Central Level consultations on priority setting for the National Budget (participatory budgeting and consultative meeting)		35,000	30,000	30,000	30,000	DoB, MDAs, LGAs, Governors		125,000

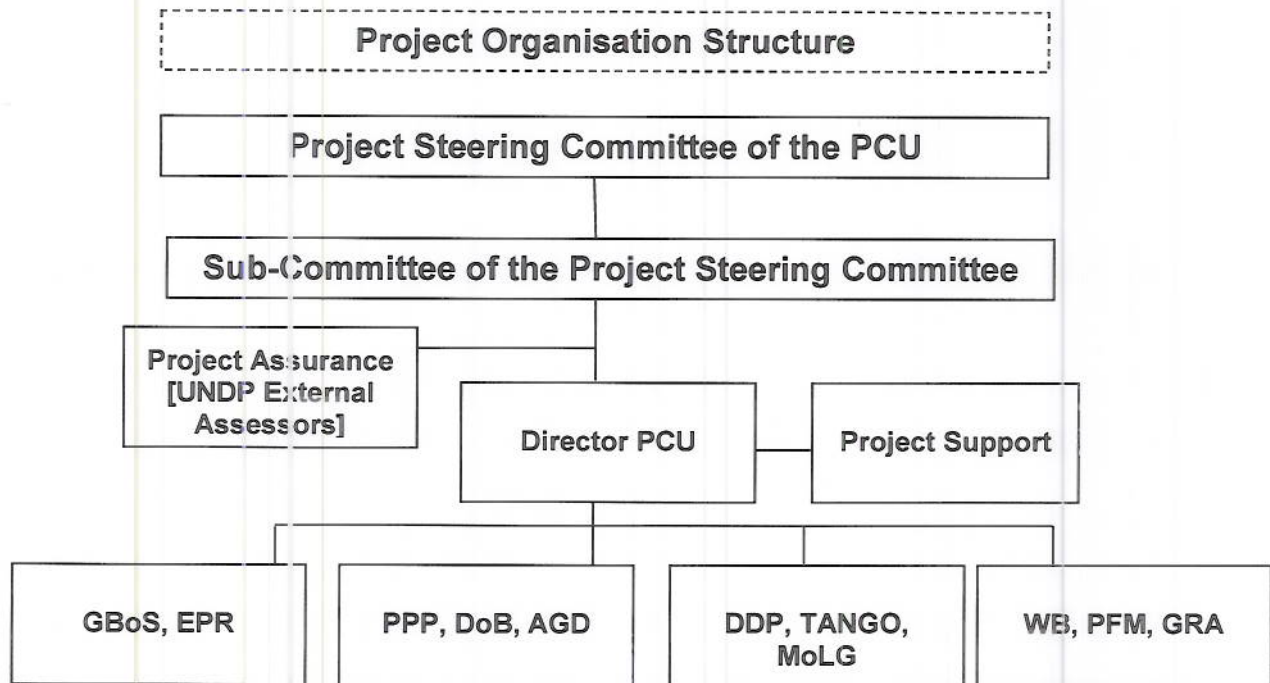
<p><b>Output 3: Build and strengthen capacity for effective development planning, monitoring and evaluation across Government and Councils</b></p> <p><i>Gender marker:</i></p>	2.7: Conduct 1 annual workshop/ sensitisation with representatives of private sector, civil society and Media on the Government Budget	15,000	15,000	15,000	15,000	15,000	15,000	15,000	DoB, GCCI, TANGO, GPU			75,000	
	2.8: Training of CSOs, Youth and Women groups in Gender responsive budgeting	35000							DoB, WB, UNDP			35000	
	2.9: Conduct social audit and accountability of the National Budget by CSOs	25000	25000	25000	25000	25000	25000	25000	MOFEA, UNDP, TANGO			100,000	
	2.10: Training on Pro-poor budgeting: gender-based budgeting; PBB & MTEF	20,000	20,000	20,000	20,000	20,000	20,000	20,000	DoB			60,000	
	2.11: Support for the publication of the Citizens Budget annually.	6,000	6,000	6,000	6,000	6,000	6,000	7,000	DoB, stakeholders			25,000	
	2.12: Training in data analysis for reporting; Donor Funded Projects and Designing M&E Tool for Aid Coordination; aid negotiation skills	18,000	15,800	15,800	14,000	14,000	14,000	14,000	ACD			47,800	
	2.13: Development of an offline module	12,000	12,000						ACD, Stakeholders			12000	
	2.14: Integration of AMP with IFMIS		40,000	40,000					ACD, AGD			40,000	
	<b>Sub-Total for Output 2</b>												
		50,000	50,000							DDP, MOR&L, LGAs			50,000
		10,000	35,000	20,000	25,000	20,000	20,000	20,000	20,000	DDP, MDAs, LGAs			110,000
		40,000	35,000	35,000		25,000	25,000	25,000	25,000	UTG, DPP, GBoS			100,000
		17,500	17,500			17,500	17,500	17,500	17,500	DDP, MOR&L, LGAs			35,000
		27500	27500	27500	27500	27500	27500	27500	27500	MoLG, DDP, DOP			110,000
	15000	30000	30000	30000	30000	30000	30000	30000	DDP, TANGO, NYC, WB			135,000	

<p><b>Output 4: Strengthen capacity for effective public finance management, internal controls and increased accountability in government operations</b></p> <p><i>Gender marker:</i></p>	3.7: Production of periodic progress reports of the NDP including SDG status report	40,000	40,000	30000	25000	40,000	30000	20000	20000	40,000	40,000	30000	20000	20000	40,000	80,000	
	3.8: Mid-term evaluation of the National Development Plan and evaluation of vision 2020				50,000					50,000						50,000	
	3.9: Conduct participatory Annual participatory evaluation of the NDP by CSOs including the youth and women's groups				30000	25000	30000	30000			25000	30000				85000	
	3.10: Round Table conference on Resource Mobilization for the NDP	30000	20000	20000	20000	20000	20000	20000	20000	20000	20000	20000	20000	20000	20000	70,000	
	3.11: Formulation of a next NDP and Vision		20000	20000	20000	40000	125,000				40000	125,000				185,000	
	3.12: Finalise and create awareness on development planning policy, and hold annual planner's forum	3,000	8,000	8,000	8,000	8,000	8,000	8,000	8,000	8,000	8,000	8,000	8,000	8,000	8,000	35,000	
	3.13: Participation in regional and global SDGs forums/ meetings	8000	8000	8000	8000	8000	8000	8000	8000	8000	8000	8000	8000	8000	8000	40000	
	3.14: Production of a National Human Development Report (NHDR)	5000	40000	40000	5000	5000	5000	5000	5000	5000	5000	5000	5000	5000	5000	50000	
	3.15: Conduct sensitization on PPP policies and operational guidelines, and train MDAs on PPP models and how to analyse complex PPP proposals	8,000	8,000	8,000	8,000	8,000	8,000	8,000	8,000	8,000	8,000	8,000	8,000	8,000	8,000	40,000	
	3.16: Provide technical support and capacity building for the development of a National Capital Market	7,000	23,000	23,000	7,000	20,000	20,000	20,000	20,000	20,000	20,000	20,000	20,000	20,000	20,000	70,000	
	<b>Sub-Total for Output 3</b>																
	<b>1,745,000</b>																
	<p><b>Output 4: Strengthen capacity for effective public finance management, internal controls and increased accountability in government operations</b></p> <p><i>Gender marker:</i></p>	4.1: Build IT capacity of Personnel Management Office to access payroll information online	25,000														25,000
		4.2: Conduct mid-term review of PFM Strategy 2016-2020; public expenditure reviews		15,000	30000												45,000
		4.3: Capacity building to National Assembly Members in budgeting and planning; analysis of budgets and financial reports; monitoring & evaluation		15,000	15,000	15,000	15,000	15,000	15,000	15,000	15,000	15,000	15,000	15,000	15,000	15,000	60,000
		4.4: Provide special local training to PFM staff in building their capacities to harmonize PFM Governance tools		20000													20,000



## VIII. GOVERNANCE AND MANAGEMENT ARRANGEMENTS

The project activities will be implemented by the various directorates and agencies under the administrative management of the Projects Coordination Unit. The PCU will be responsible for all project procurement, financial management, audit, monitoring and evaluation related activities. The overall supervision and direction for the project will be the responsibility of a Sub-Committee of the PCU's Project Steering Committee (PSC) comprising of Resident Representative of UNDP, Permanent Secretary MOFEA and Statistician General, GBoS or their designated representatives. The Sub-Committee (or the Technical Advisory Committee) of the PSC will meet at least once in every quarter to review progress in project implementation and take necessary decisions including any corrective actions to ensure implementation is on track.





---

## IX. LEGAL CONTEXT

This project document shall be the instrument referred to as such in Article 1 of the Standard Basic Assistance Agreement between the Government of The Gambia and UNDP, signed on 24<sup>th</sup> February 1975. All references in the SBAA to "Executing Agency" shall be deemed to refer to "Implementing Partner."

This project will be implemented by Ministry of Finance and Economic Affairs ("Implementing Partner") in accordance with its financial regulations, rules, practices and procedures only to the extent that they do not contravene the principles of the Financial Regulations and Rules of UNDP. Where the financial governance of an Implementing Partner does not provide the required guidance to ensure best value for money, fairness, integrity, transparency, and effective international competition, the financial governance of UNDP shall apply.

---

## X. RISK MANAGEMENT

1. Consistent with the Article III of the SBAA *[for the Supplemental Provisions to the Project Document]*, the responsibility for the safety and security of the Implementing Partner and its personnel and property, and of UNDP's property in the Implementing Partner's custody, rests with the Implementing Partner. To this end, the Implementing Partner shall:
  - a) put in place an appropriate security plan and maintain the security plan, taking into account the security situation in the country where the project is being carried;
  - b) assume all risks and liabilities related to the Implementing Partner's security and the full implementation of the security plan.
2. UNDP reserves the right to verify whether such a plan is in place, and to suggest modifications to the plan when necessary. Failure to maintain and implement an appropriate security plan as required hereunder shall be deemed a breach of the Implementing Partner's obligations under this Project Document.
3. The Implementing Partner agrees to undertake all reasonable efforts to ensure that no UNDP funds received pursuant to the Project Document are used to provide support to individuals or entities associated with terrorism and that the recipients of any amounts provided by UNDP hereunder do not appear on the list maintained by the Security Council Committee established pursuant to resolution 1267 (1999). The list can be accessed via [http://www.un.org/sc/committees/1267/aq\\_sanctions\\_list.shtml](http://www.un.org/sc/committees/1267/aq_sanctions_list.shtml).
4. Social and environmental sustainability will be enhanced through application of the UNDP Social and Environmental Standards (<http://www.undp.org/ses>) and related Accountability Mechanism (<http://www.undp.org/secu-srm>).
5. The Implementing Partner shall: (a) conduct project and programme-related activities in a manner consistent with the UNDP Social and Environmental Standards, (b) implement any management or mitigation plan prepared for the project or programme to comply with such standards, and (c) engage in a constructive and timely manner to address any concerns and complaints raised through the Accountability Mechanism. UNDP will seek to ensure that communities and other project stakeholders are informed of and have access to the Accountability Mechanism.
6. All signatories to the Project Document shall cooperate in good faith with any exercise to evaluate any programme or project-related commitments or compliance with the UNDP Social and Environmental Standards. This includes providing access to project sites, relevant personnel, information, and documentation.
7. The Implementing Partner will take appropriate steps to prevent misuse of funds, fraud or corruption, by its officials, consultants, responsible parties, subcontractors and sub-recipients in implementing the project or using UNDP funds. The Implementing Partner will ensure that its financial management, anti-corruption and anti-fraud policies are in place and enforced for all funding received from or through UNDP.

8. The requirements of the following documents, then in force at the time of signature of the Project Document, apply to the Implementing Partner: (a) UNDP Policy on Fraud and other Corrupt Practices and (b) UNDP Office of Audit and Investigations Investigation Guidelines. The Implementing Partner agrees to the requirements of the above documents, which are an integral part of this Project Document and are available online at [www.undp.org](http://www.undp.org).
9. In the event that an investigation is required, UNDP has the obligation to conduct investigations relating to any aspect of UNDP projects and programmes. The Implementing Partner shall provide its full cooperation, including making available personnel, relevant documentation, and granting access to the Implementing Partner's (and its consultants', responsible parties', subcontractors' and sub-recipients') premises, for such purposes at reasonable times and on reasonable conditions as may be required for the purpose of an investigation. Should there be a limitation in meeting this obligation, UNDP shall consult with the Implementing Partner to find a solution.
10. The signatories to this Project Document will promptly inform one another in case of any incidence of inappropriate use of funds, or credible allegation of fraud or corruption with due confidentiality.

Where the Implementing Partner becomes aware that a UNDP project or activity, in whole or in part, is the focus of investigation for alleged fraud/corruption, the Implementing Partner will inform the UNDP Resident Representative/Head of Office, who will promptly inform UNDP's Office of Audit and Investigations (OAI). The Implementing Partner shall provide regular updates to the head of UNDP in the country and CAI of the status of, and actions relating to, such investigation.

11. UNDP shall be entitled to a refund from the Implementing Partner of any funds provided that have been used inappropriately, including through fraud or corruption, or otherwise paid other than in accordance with the terms and conditions of the Project Document. Such amount may be deducted by UNDP from any payment due to the Implementing Partner under this or any other agreement.

Where such funds have not been refunded to UNDP, the Implementing Partner agrees that donors to UNDP (including the Government) whose funding is the source, in whole or in part, of the funds for the activities under this Project Document, may seek recourse to the Implementing Partner for the recovery of any funds determined by UNDP to have been used inappropriately, including through fraud or corruption, or otherwise paid other than in accordance with the terms and conditions of the Project Document.

Note: The term "Project Document" as used in this clause shall be deemed to include any relevant subsidiary agreement further to the Project Document, including those with responsible parties, subcontractors and sub-recipients.

12. Each contract issued by the Implementing Partner in connection with this Project Document shall include a provision representing that no fees, gratuities, rebates, gifts, commissions or other payments, other than those shown in the proposal, have been given, received, or promised in connection with the selection process or in contract execution, and that the recipient of funds from the Implementing Partner shall cooperate with any and all investigations and post-payment audits.
13. Should UNDP refer to the relevant national authorities for appropriate legal action any alleged wrongdoing relating to the project, the Government will ensure that the relevant national authorities shall actively investigate the same and take appropriate legal action against all individuals found to have participated in the wrongdoing, recover and return any recovered funds to UNDP.
14. The Implementing Partner shall ensure that all of its obligations set forth under this section entitled "Risk Management" are passed on to each responsible party, subcontractor and sub-recipient and that all the clauses under this section entitled "Risk Management Standard Clauses" are included, *mutatis mutandis*, in all sub-contracts or sub-agreements entered into further to this Project Document.

---

**XI. ANNEXES**