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Country programme document for the Gambia (2007-2011)

Contents

Introduction

1. The 2007-2011 draft country programme document (CPD) of UNDP for the Gambia is the result of broad-based stakeholder consultations with the Government, United Nations organizations, civil society, other key national stakeholders and development partners. It takes into account the long-term strategy and 'Vision 2020' of the Gambia and draws upon the common country assessment (CCA) and the United Nations Development Assistance Framework (UNDAF). The CPD reflects the development priorities of the country, specifically the national commitment to attaining the Millennium Development Goals. The Government is integrating its Millennium Development Goal targets into its development agenda as expressed in the upcoming Poverty Reduction and Growth Strategy, 2007-2011.

I. Situation analysis

2. In recent years the Gambia, with a population of 1.3 million people, has witnessed a sharp increase in the urban population, which has risen from 37.1 per cent of the total in 1993 to 50.4 per cent in 2003. The majority are young people (63.6 per cent of the population are under 25 years of age). The formal sector is very small, employing just over 10 per cent of the labour force. Low literacy levels (37 per cent in 1998) and a correlation between literacy and income reflect the gender dimensions of poverty in the Gambia. Although women make up 51 per cent of the population, they occupy only 9.4 per cent of the skilled labour force as compared to 61.9 per cent of the unskilled labour category. Recent data (2003) suggest that income inequality is growing, with the Gini coefficient for Gambian households estimated at 0.483.

3. Human development indicators in the Gambia have shown little progress and some have declined. The ranking of Gambia in the Human Development Index slipped to 155 out of 177 countries in 2004 and 2005 from 151 in 2003. The proportion of the poor rose from 59 per cent in 1998 to 61 per cent in 2003. Although GDP growth rates ranged between 5 and 7 per cent in 2003-2005 (spurred by growth in agriculture and tourism), government budget allocations on services (education, health, and others.) were only marginally increased (education) and in some cases (such as health) declined.

4. The suspension of the Poverty Reduction and Growth Facility with the International Monetary Fund in 2003 prevented the country from attaining the completion point available to Heavily Indebted Poor Countries (HIPCs) and thus access to substantial debt relief. The ability of the Government to implement a pro-poor development policy has been constrained by the large share of government resources allocated to servicing debt obligations. In 2004, servicing of interest on contracted debt consumed 40.3 per cent of the recurrent budget, and the interest element of debt servicing represented a major concern for budget allocations and public resource management. To respond to those challenges, the Government, with development partner support, established policy and legislative frameworks consisting of poverty reduction-oriented planning documents; public financial management reforms; decentralization and local government reform; and strengthening of good governance.

5. The period 2007-2011 will test the Government's poverty reduction focus and capacities and its governance and human rights commitments. The recent eligibility of the Gambia to access funding from the United States Millennium Challenge Account provides an opportunity for the Government to mobilize substantial resources for poverty reduction and economic growth. An additional measure that would strengthen the foundation for an effective poverty reduction strategy includes resumption of the Poverty Reduction and Growth Facility with the IMF. That would open the door to debt relief through reaching HIPC completion point, thereby reducing government resources earmarked for interest payments and increasing allocations to delivery of basic services. It would provide the country with the financial means to pursue a more stable growth and development path and improve the unequal progress towards achieving Millennium Development Goal targets.

6. Progress towards the attainment of the Millennium Development Goals has been mixed, with successes in the provision of potable water (Goal 7) and reducing maternal mortality rates (Goal 5). However, significant challenges remain, most notably in the areas of poverty reduction (Goal 1), infant mortality (Goal 4) and gender (Goal 3).

7. The tourism sector is the main foreign exchange earner for the Gambia, contributing over 12 per cent to the GDP and employing over 16,000 people. Beach

erosion, inadequate waste management and other environmental challenges have an adverse effect on local ecosystems, spoil the natural beauty of the country and endanger efforts to increase economic growth by developing tourism. While steps have been taken to address some of these issues, the overall coordination of the government response at the central and local levels requires attention. The 2002 drought response illustrated that disaster prevention and mitigation requires serious attention to avoid having a negative impact on the development agenda

8.   Since the establishment of constitutional government in 1997 following the military takeover in 1994, the Gambia has made significant progress in consolidating the democratic process. Progress in the area of political governance has been marked by the ability to hold free and fair elections in 2001. Notwithstanding those positive strides, challenges remain in strengthening democratic institutions and ensuring sustainability. Further decentralization is required so that laws such as the Local Government Act of 2002 (amended in 2003) and the Local Government Finance and Audit Act of 2004 are fully implemented. Human rights issues need to regain prominence. Substantive civil service reform is needed to develop a sustainable professional civil service and reduce the high personnel turnover rates that have impeded capacity development, strategy implementation and overall sustainability of development interventions.

9.   Despite the adoption of policies to promote gender equality, significant gender disparities continue to exist. Less than 32 per cent of formal private sector employees are female with less than 20 per cent in managerial positions. Although women constitute approximately 58 per cent of the electorate, only 10 per cent of National Assembly members are women. The small number of women in decision-making bodies is also reflected at the local level, with only 14 female councillors out of a total of 147. Development interventions to date have not been positive for women, and mainstreaming gender into the national development process remains a challenge.

10.   Although the incidence of HIV in the Gambia is relatively low, during the period 2000-2004 the prevalence rate for HIV-1 increased by 75 per cent to reach 2.1 per cent, while HIV-2 prevalence has stabilized at 0.9 per cent. There is a continuing need to increase efforts for prevention and care. While coordinated efforts are being made to address

HIV/AIDS, the legal, policy and institutional framework remains a weak, and there is a pressing need to review existing policies and strengthen the national strategic plan.

II. Past cooperation and lessons learned

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

12.   The overall results of the second CCF were mixed. There was some success on specific project interventions (such as consolidating gender and related skills and business development. The overall impact towards more government-civil society and development partners was limited. The CCF review recommended greater focus on a results-oriented programme approach to achieve development objectives. The review cited as a 'lesson learned' from the first CCF the importance of moderation and realism in the setting of objectives and targets.

13.   The execution modality employed was mainly agency execution that included the extensive use of costly chief technical advisers. That modality was used because of capacity constraint issues and high counterpart turnover. The approach did not, however, improve project implementation. Most importantly, its contribution to strengthening local capacity was limited. The lessons learned pointed to the need for a more selective use of different modalities with optimal balance in the use of international and local expertise. The use of United Nations Volunteers provided variable results, but was found to be generally effective. The challenge is to be more innovative in the use of United Nations Volunteers and to launch a national volunteer scheme to tap into locally available skills.

14.   The delivery under the programme components was mixed given the broad outlines envisioned and the project targets identified. While a number of other development partners had similar delivery problems,

UNDP seems to have performed below its set targets. Notwithstanding the challenges noted above, the results attained and overall impact of UNDP support have been positive.

15. UNDP support contributed to strengthening sectoral planning capacity and the formulation of key policies (such as private sector policy). In partnership with national stakeholders in government, the private sector and civil society, UNDP provided support to increased employment opportunities, particularly for youth and women.

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

III. Proposed programme

17. The 2007-2011 country programme will be guided by the need to support the achievement of the Millennium Development Goals within the context of the forthcoming 2007-2011 Poverty Reduction and Growth Strategy and Vision 2020. The synchronized time frames are important in terms of the critical political, governance, economic and social challenges that the Gambia confronts and the support that UNDP can provide to make significant progress in those areas. Opportunities exist in the areas of: (a) poverty reduction and achieving the Millennium Development Goals; and (b) governance and human rights. The focus of the CPD will be on creating an enabling policy environment and framework for implementing pro-poor growth, and deepening the democratic processes by establishing a system of transparency and accountability at the national and local levels. The CPD will seek to promote government commitment to mainstreaming the Millennium Development Goals

into national and sectoral plans and applying a rights-based approach to development as envisaged in the 2007-2011 UNDAF.

A. Poverty reduction and achieving the Millennium Development Goals

18. Progress towards achieving Millennium Development Goals targets and implementing the pro-poor poverty agenda has been uneven. That programme outcome will support pro-poor policy reform and the mobilization of resources and strengthening of partnerships required to achieve the Millennium Development Goal targets. The 2003 and 2005 Millennium Development Goals progress reports show that targets for reducing hunger, provision of basic amenities (water/sanitation), reducing maternal mortality and universal primary education and environmental sustainability are achievable. The reports show that at the current pace the country will experience difficulties in achieving targets to reduce income poverty, child mortality and HIV/AIDS infections, and achieve gender equality. Wide geographic performance discrepancies exist between the urban western and the rural eastern parts of the country.

19. Since attaining the Millennium Development Goals is a central component of the Government's development strategy, UNDP support will be geared towards *integrating the goals into sector strategies and placing more emphasis on the costing, funding gaps and monitoring of targets* so that government, civil society and development partners can effectively contribute to the effort to attain the goals. Support will be provided to establish an independent think tank that can provide independent research and analysis for use by policymakers to strengthen evidence-based planning systems in support of the goals.

20. Support will be provided to *establishing frameworks and effective systems for improved economic governance*. That presupposes a focus on the acutely needed and comprehensive public sector reform being led by the Government with the support of development partners. UNDP support will be provided towards creating a planning institution, the National Planning Commission. The Commission builds on past UNDP support and will seek to consolidate government planning instruments and provide an emphasis on implementation and systematic monitoring and evaluation of intended outcomes in a more results-oriented manner. The emphasis will be on

capacity development; establishing systems based on transparency and accountability; and setting up efficient tracking and monitoring systems. Aid coordination and management will be a key component in improving resource mobilization, targeting and monitoring to address the development priorities and Millennium Development Goal targets of the Gambia.

21. Employment generation remains the greatest challenge. The CPD will focus on *implementing the National Employment Action Plan by supporting institutional strengthening and vocational training*. Emphasis will be placed on facilitating private-public sector partnerships for investment in the productive sectors, thereby promoting employment opportunities and job creation.

22. To *mainstream environmental and disaster prevention and mitigation activities into national and local development policies and strategies by linking economic development to human welfare considerations*. That will require capacity-building through strengthening the role of communities, particularly women, to promote sustainable development in such areas as land degradation, waste management and coastal zone protection. Support will be provided to establish a national early warning and disaster preparedness system.

B. Governance and human rights

23. UNDP will seek to employ a holistic approach to governance and human rights to deepen the democratic process by supporting implementation of local government legislation and policies through capacity development; promoting gender equality and gender mainstreaming, and integrating gender into development strategies and actions; advancing human rights protection and promoting initiatives into national policies and strategies; enhancing government capacity to mainstream and sustain national HIV/AIDS policies and interventions; and supporting key governance institutions and the development of transparent electoral processes and systems.

24. *Local government strengthening to support local government units in improving planning, fiscal management and service delivery*. The programme component will also support participatory planning with an emphasis on improving transparency, accountability and monitoring oversight by local

communities. Civil service reform will be advanced to improve capacity at the national and local levels.

25. *Promote efforts that advance the participation of women at all levels of decision-making and integrating gender issues and responses into sector strategies.* Support will be provided to implement the National Women's Policy with a focus on pro-poor projects and policy interventions for gender equality, sustainable livelihoods and growth with equity.

26. The capacity of the mass media to *promote human rights and good governance* will be strengthened. In partnership with the National Assembly and other national institutions, support will be provided to establish a national human rights commission. At the local level, an approach will be promoted to provide access to justice to the poor through establishing legal aid clinics.

27. Support will be provided to the Country Coordination Mechanism to *enable effective utilization of the Global Fund to Fight AIDS, Tuberculosis and Malaria resources, advance implementation of the 'three ones' principle and in the preparation of HIV/AIDS workplace policies.* Support will also be provided to the national network of People Living with HIV/AIDS Associations to strengthen their ability to advocate on behalf of those infected and affected. The network will benefit from technical and financial support to equip members with livelihood skills, while the network leaders will be equipped with management tools to ensure the sustainability of the national People Living with HIV/AIDS Associations network.

28. A key element is *support to the Independent Electoral Commission* by developing institutional and human resource capacities and strengthening other relevant governance institutions. Civil society organizations will be strengthened to promote accountability and transparency during the electoral process.

IV. Programme management, monitoring and evaluation

29. Programme implementation will be guided by a results-based management approach, with an emphasis on monitoring and evaluating contributions to development results and overall development effectiveness, and aligning the CPD monitoring and evaluation system with those of the UNDAF and the

Poverty Reduction and Growth Strategy. The country office has embarked on a retooling exercise, one of the major outcomes of which will be a strategy to ensure more efficient and effective implementation of the proposed country programme.

30. Increased government and civil society ownership and performance will be addressed by using a programmatic approach and applying national execution and direct execution modalities using government, non-governmental organizations and other civil society partners for implementation. The two programme areas will be supported by a cross-cutting rapid policy and advisory service mechanism. There will be an emphasis on achieving gender equality in execution, and UNDP will continue to support the use of United Nations Volunteers for value-added inputs in areas where national capacity is weak.

31. Strong linkages with United Nations agencies, funds and programmes and joint programming with the United Nations system within the context of the UNDAF will be vigorously pursued to advance common issues such as gender equality, combating HIV/AIDS, and employment generation for women and youth. The expertise and resources of UNDP regional service centres and programmes will be tapped and linkages built.

32. Resource mobilization will be pursued with the international financial institutions and regional and bilateral partners. In the context of the absorptive capacity constraints and low rates of delivery experienced by some development partners, UNDP, together with the Government, will provide support for programme implementation where UNDP has a clear comparative advantage, can bring added value and can improve delivery and development effectiveness. In line with the Paris Declaration, the harmonization of planning systems and delivery of assistance with other development partners will be strengthened. Planning and providing support to the envisioned 2007 round-table meeting will provide impetus for the UNDP resource mobilization strategy.

33. Monitoring and evaluation will be driven by the Government's implementation of its Poverty Reduction and Growth Strategy. UNDP will assist in building that capacity, concentrating on monitoring and evaluating the strategy on an ongoing basis. The measurement of progress towards the attainment of the Millennium Development Goals and UNDAF performance will continue to guide UNDP interventions and direction.

There will be a conscious effort to harmonize CPD, UNDAF and Poverty Reduction and Growth Strategy monitoring and evaluation, with clear linkages established for performance measurement and development results.

Annex. Results and resources framework for the Gambia (2007-2011)

National priority or goals: Create the enabling policy environment for economic growth and poverty reduction; enhance the productive capacity and social protection of the poor and vulnerable; and mainstream gender equity, environmental issues, nutrition, governance and HIV/AIDS awareness into all development programmes. Millennium Development Goals 1, 3, 7 and 8

UNDAF outcome 1: Poverty reduction and social protection strategies and systems are established that enable the poor, vulnerable, women and youth to increase their productive capacities and generate sustainable livelihoods while protecting the environment

Programme component	Country programme outcomes	Country programme outputs	Output indicators, baselines and targets	Role for partners	Indicative resources (thousands of dollars)
Poverty reduction and achieving the MDGs **MYFF goal: Achieving MDGs and reducing human poverty and Energy and environment for sustainable development**	1.1 MDG-based pro-poor policies developed and partnerships enhanced to achieve the MDGs **Indicators:** Per capita GDP growth, poverty reduced and advances on MDGs 1, 3 and 7 **Baseline:** 2005 data **Target:** Increases begin being realized for all MDG indicators as of 2010	1.1.1 MDG-based 2007-2011 Poverty Reduction and Growth Strategy produced and MDGs integrated into sectoral and local level development strategies. Independent think tank-type research and advisory services established 1.1.2 National Planning Commission established and operational. Aid coordination and management strengthened. 1.1.3 Capacity enhanced to implement the national employment action plan	**Indicators:** Operation of the National Planning Commission, validation of the Poverty Reduction Strategy Paper, evidence of enhanced national systems to increase employment, increased employment rate among marginalized groups (especially youth and women), number of public-private employment generation partnerships **Baseline:** No coordinated planning, implementation and monitoring system in place, progress made on past UNDP interventions, low awareness of MDGs, limited employment-related public private partnerships **Targets:** National Planning Commission fully operational -MDG-based Poverty Reduction and Growth Strategy designed and implemented -Increased employment among marginalized groups	Office of the President, Policy Advisory Unit, Department of State for Finance and Economic Affairs, Department of State for Trade, Industry and Employment, Strategy for Poverty Alleviation and Coordination Office (SPACO), Gambia Chamber of Commerce and Industry, civil society organizations (CSOs) *Funding partners:* World Bank, European Union, Department for International Development (DFID) (United Kingdom), Organization for Economic Cooperation and Development, International Labour Organization (ILO), Capacity 2015	Regular 1 500 Other 500
	1.2 Environmental and disaster prevention and mitigation concerns mainstreamed into national and local development policies and strategies	12.1 Strengthened role of local communities and women to promote sustainable development in such areas as land degradation and waste management 1.2.2 Mechanisms established for	**Indicators:** Early warning system established and strategies formulated, quality of disaster response, funds attracted by National Environment Agency (NEA) and extent of environmental sustainability in	Department of State for Health, DOSFEA, Office of the Vice President, National	Regular 500 Other 500

	Indicators: Systems established to manage disasters; resource indicators **Baseline:** 2005 data **Target:** Early warning system in place by 2010, environmental indicators improve annually	enhanced national early warning and disaster preparedness systems	sector strategies **Baseline:** Early warning system and plans are absent or insufficient, NEA ability to attract external funding is weak and environmental sustainability not in all sector strategies **Targets:** National warning system established, NEA attracts and manages external funding, environmentally sustainable policies in sector strategies, and higher-quality disaster response	Commission on Emergencies, NEA, Department of State, CSOs *Funding partners:* ILO, UNFPA, UNICEF, UNEP	
National priority or goals: Create the enabling policy environment for economic growth and poverty reduction; build the capacity of local communities and civil society organizations to play an active role in the process of poverty reduction; and mainstream gender equity, environmental issues, nutrition, governance and HIV/AIDS awareness into all development programmes. Millennium Development Goals 1, 3 and 8					
UNDAF outcome 3: Economic and political systems utilize transparent, accountable, participatory and inclusive decision-making processes at the national and decentralized levels.					
Governance and human rights **MYFF goals:** **Fostering democratic governance;** **Achieving MDGs and reducing human poverty**	2.1 Improved capacity for the implementation of local government legislation and policies **Indicator**: Number of local government authorities providing decentralized services and number/types of services provided **Baseline:** 2006 data **Target**: By 2011, 75 per cent of **local government authorities** provide decentralized services	2.1.1 Improved local government structures for planning, fiscal management and service delivery 2.1.2 Enhanced public and civil society participation in planning, monitoring and oversight of local government activities 2.1.3 Fostered advocacy and policy dialogue in support of civil service reform	**Indicators:** Number of local government authorities with planning, fiscal and service delivery capacities; number of local government strategies that include civil society input; and size/scope of civil service reform efforts at national/local levels and impact on service delivery **Baseline:** Number of local government areas with transparent financial management and planning/implementation capacities (2006); 0 number of comprehensive civil service reform efforts **Target:** Number of civil servants trained increase 10 per cent annually; 80 per cent of local government authorities have financial management systems as of 2011; community participation in decision-making	Department of State for Local Government and Lands, DOSFEA, DOSTIE, NAO, SPACO, CSOs *Funding partners:* DFID, UNICEF, World Bank, European Union	Regular 1 000 Other 500
	2.2 Improved opportunity for gender equality and integration of gender into development strategies and actions **Indicator:** Number of women in leadership positions at the national and local levels **Baseline**: 2006 data **Target:** Annual increase of women in public positions	2.2.1 Increased participation of women at all levels of decision- making 2.2.2 Capacity of the Government enhanced to implement the National Women's Policy and other gender-related international conventions	**Indicator:** Gender issues addressed in sector strategies, women input into planning and monitoring, number of women participating in government and civil society leadership positions **Baseline:** 2005 data **Target:** Gender issues and responses in all strategies, measurement of addressing issues in monitoring and evaluation system, number of women in leadership positions increase annually	DOSLGL, SPACO, Women's Bureau, National Council for Civic Education, Independent Election Commission (IEC), Department of State for Youth and Sports, CSOs *Funding partners:* UNICEF, World Bank, DFID, European Union	Regular 500 Other 300
	2.3 Human rights protection and	2.3.1 Capacity of mass media strengthened	**Indicator:** Advocacy, training and research conducted	Ombudsman,	Regular 500

promotion initiatives mainstreamed into national policies and strategies **Indicator:** Institutions established, human rights awareness raised **Baseline:** 2006 **Target:** By 2011 the Human Rights Commission and legal aid and human rights clinics are established	to promote human rights and good governance 2.3.2 Establishment of a national human rights commission supported 2.3.3 Improved access to justice by the poor through legal aid clinics and alternative dispute resolution	in the field of human rights, establishment and strengthening of institutions; adherence to regional and international human rights agreements **Baseline:** Human rights not stressed and institutions do not exist **Target:** Annual human rights campaigns by civil society, increased addressing of issues by government, monitoring of adherence to international and regional agreements	National Assembly, DOSFEA, DOSJ, DOSLGL National Women's Council., CSOs *Funding partners:* UNICEF, European Union, UNFPA, DFID	Other 200
2.4 Enhanced national capacity to mainstream and sustain national HIV/AIDS policies and interventions **Indicator:** HIV/AIDS integrated and mainstreamed into national development frameworks **Baseline:** Weak institutional capacity to coordinate national response to HIV/AIDS **Target:** National capacity enhanced to implement the 'three ones' principle	2.4.1 Enhanced institutional capacity of the National AIDS Secretariat (NAS) to coordinate national response to HIV/AIDS 2.4.2 Capacity of the Country Coordination Mechanism strengthened to effectively utilize resources of the Global Fund to Fight AIDS, Tuberculosis and Malaria 2.4.3 Formulation of the HIV/AIDS workplace code of ethics supported	**Indicator:** Number of people serviced, quality of national strategies, number of comprehensive partnerships **Baseline:** 2005 data **Target:** Service numbers increase annually, number of strategies reduced and more comprehensive	NAS, CSOs *Funding partners:* UNFPA, UNAIDS, Global Fund	Regular 500 Other 400
2.5 Strengthened key governance institutions and sustainable and transparent electoral processes and systems enhanced to sustain democratic principles **Indicator:** Transparency and credibility of the electoral process. **Baseline:** 2001/2002 election data **Target:** The electoral process is recognized as transparent and credible according to the international standards.	2.5.1 Capacity of the Independent Election Commission (IEC) strengthened to organize credible elections 2.5.2 Capacity of CSOs strengthened to promote accountability and transparency in the electoral process	**Indicator:** Independence of IEC, IEC financial and operational sustainability **Baseline:** 2005-2006 base year performance **Target:** IEC is truly independent, has steady revenue stream to finance operations before, during and after elections	IEC, National Assembly, CSOs *Funding partners:* European Union, DFID	Regular: 522 000 Other 1 200
				Total regular resources: 5 022

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