

Final Evaluation of the Pilot Phase of the Programme for Accelerated Community Development

Project Number 00120570 – The Gambia



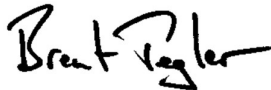
Prepared and submitted by
Brent Tegler - International Consultant
January, 2023



Project Summary Table

Project Title:	Programme for Accelerated Community Development
Project ID#	00120570
Evaluation Time Frame	15 th August to 31 January 2023
Region and country	West Africa, The Gambia
Accredited Entity	United Nations Development Programme (UNDP)
Executing Entity	United Nations Development Programme (UNDP)
Evaluator	International Consultant: Brent Tegler
Result Areas	UNDAF Outcome Areas: Outcome 1.1 Sustainable Economic Management Outcome 2.5 Youth and Gender Outcome 3.1 Agriculture and Food Security Outcome 3.2 Natural Resources and Environment Management
Initial Project Period	1 year: Start date; April 1 st , 2020 - End date; March 31 st , 2021
Project Extension	Extension: Start date; April 1 st , 2021 – End date; December 31 st , 2021
Project Budget	UNDP TRAC 2: USD \$850,000; The Gambia: USD \$4,862,867.15

Evaluation Report Submitted: January, 2023



Brent Tegler PhD

Evaluator

EXECUTIVE SUMMARY

Project Description

The Pilot Phase of the Programme for Accelerated Community Development (PACD) project, is a Gambia Government flagship project which started in April 2020 and is being implemented by the United Nations Development Programme (UNDP) with coordination by the Department of Strategic Policy and Delivery (DSPD). The project aims to address the rural-urban inequalities and disparities focusing on the provision of access to basic amenities, services and infrastructure.

The goal the PACD project is to:

Reduce the socio-economic inequalities between rural and urban areas in The Gambia

The objective of the PACD project is:

Improve the living conditions of rural people through access to basic socio-economic infrastructure and services; and the creation of a local economy for sustained and improved socio-economic development, social justice and equality by December 2021.

The PACD project has the following five Outcomes and strategies:

Outcome 1: Improve rural access to potable water – Initiate, construct, and enable access to potable water

Outcome 2: Rural Electrification Programme – Provide on-grid electricity access and promote off-grid private sector investment.

Outcome 3: Rural Roads Infrastructure – Initiate and construct rural road networks

Outcome 4: Food Security (Postharvest and Processing Equipment and Exotic Livestock breed for Milk Production) – Provision of labour saving devices, exotic livestock breed for milk production and livestock housing

Outcome 5: Sustainability of Services and Assets – Strengthening local assets management and revenue generations initiatives

UNDP is responsible for the overall management of the project through the formation of a PACD Project Management Unit (PMU). The PMU is responsible for the day to day operations and management of the project including procurement and project administration. The PMU works closely with the DSPD, located in the Office of the President, as the interface between PACD and the technical services of Ministries involved in the implementation of PACD.

Evaluation Scope and Objectives

The purpose of the evaluation as stated in the ToR is:

to capture evaluative evidence of the relevance, effectiveness, efficiency, impact, national ownership, lessons learned, challenges, and sustainability of the current project, and recommend changes that would be used to strengthen the existing project (bridging phase) and set the stage for the preparation of PACD II

The evaluation is also to serve an important accountability function, providing National stakeholders, UNDP and partners in The Gambia with an impartial assessment of the results of PACD support.

In addition to key focal areas identified in the evaluation purpose noted above, the evaluation is to report on the following additional focal areas:

- documentation of best practices that may inform replication and scaling up;
- PACD monitoring and risk management undertaken over the course of the project;
- Assessment of the progress of key performance indicators against set targets;
- Analysis of cross-cutting issues such as gender mainstreaming, social inclusion, equity, and beneficiary access to resources; and
- Evaluation of project financial management, including approved annual budgets and actual budget expenditures.

Summary of Stakeholders Consulted			
Stakeholders Interviewed	Women	Men	Totals
Government	2	12	14
UNDP	3	2	5
Technical Consultants	-	1	1
Beneficiaries	289	174	463
Totals	294	189	483

Overall Results of Final Evaluation Findings

Monitoring and Evaluation	rating⁺	Implementing Agency (IA) and Executing Agency (EA) Execution	rating⁺
M&E design at entry	HS	Quality of UNDP Implementation	S
M&E plan Implementation	HS	Quality of Execution Executing Agencies (DSPD, DCD, WALIC, NAWEC, DWR)	S
Overall quality of M&E	HS	Overall quality of Implementation / Execution	S
Assessment of Outcomes	rating⁺	Sustainability	rating⁺
Relevance	R	Financial resources	ML
Effectiveness	MS	Socio-political	L
Efficiency	MS	Institutional framework and governance	ML
Overall Project Outcome Rating	MS	Environmental	L
		Overall likelihood of sustainability	ML

* HS highly satisfactory; S satisfactory; MS moderately satisfactory; U unsatisfactory HU highly unsatisfactory;

* R relevant; NR not relevant

* L likely; ML moderately likely; MU moderately unlikely; U unlikely

An analysis of the achievement of PACD Pilot Phase targets for each indicator was completed based on data reported in PACD Bi-annual Report January - June 2022 (UNDP August 2022) and based on information gathered by the evaluator during stakeholder and beneficiary meetings and on observations made during the field mission.

A summary of results for the 23 indicators is as follows:

- 8 indicators report high achievement or target exceeded (90% to 100+% of target)
- 6 indicators are partially achieved (10% to 90% of target)
- 6 indicators have not been achieved (< 10% of target)
- 3 indicators for Outcome 3 Rural Roads Infrastructure are not reported on as this outcome was not included in the PACD Pilot Phase

Conclusions

The PACD Pilot Phase has successfully demonstrated an effective model for accelerated community development that targets the priorities of rural communities. PACD also demonstrates a commitment of the GoTG to rural development, with the establishment of national budget line that targets the development priorities of rural communities. Funding was committed for 2020 and 2021. At the time when the evaluation was conducted PACD had not received funding for 2022, despite the need to complete activities for some project Outcomes, particularly training needed for communities to be able to effectively benefit from and sustain the project.

The Direct Implementation Modality (DIM) and National Executed Modality (NEX) implementation model proved challenging and effective. Challenging due to a lack of familiarity with UNDP financial management policies and procedures which frustrated government implementing partners (see report **Section 3.3.2**), an issue that should be resolved in any future PACD project. Effective because with goods and services procured by UNDP, government implementing partners DCD, DWR, NAWEC, AES and WALIC were able to oversee and participate in the successful completion of project activities.

The priorities of rural communities continue to be those targeted by PACD, including access to potable water, enhanced food security through access to tractors and post-harvest labour-saving devices, rural electrification and improvement of rural roads. In addition to these priorities, communities also identified priorities for improved rural health care centres, improved rural education facilities, and the introduction of dry season irrigated market gardening. The introduction of exotic breeds for milk production was not identified as a priority and as discussed in **Section 4.6**, this activity is better suited to a stand-alone project with WALIC and it is not recommended for inclusion in any future PACD.

Recommendations

Recommendation	Responsible Party(ies)	Timeline
1. Review the distribution of all post-harvest labour saving devices to identify the initially selected and engaged communities that did not receive their labour saving devices as intended. Immediately purchase and distribute the labour saving devices promised to communities, such as Ngange Wollof, that were missed.	UNDP DSPD AES	Immediately
2. Immediately inform communities targeted to receive exotic breeds of livestock of the anticipated timeline for the distribution of animals.	UNDP DSPD WALIC	Immediately
3. Given the substantial amount of the PACD Pilot Phase budget allocated under Outcome 5 for GIS activities, US \$309,392 (see Table 7) an indicator should be identified to measure progress and success.	UNDP DSPD	immediately
4. Work with NAWEC to provide HH meters for electrical connection	DSPD NAWEC	immediately
5. Continue to work with communities that were targeted under PACD Pilot Phase to receive exotic breeds of livestock. There is a need for community engagement in training to strengthen the capacity of target groups who intended to be responsible for livestock husbandry. This includes establishing their roles and responsibilities, the identification and refurbishment of suitable facilities to house livestock, the management of animal feed, water and well-being, methods in milk storage, milk processing and marketing.	WALIC	Over a period of six months to one year prior to distribution of exotic breeds
6. UNDP and WALIC should explore opportunities to develop a project proposal and seek funding for an “exotic breed milk production project” that would conduct further research on appropriate models of raising exotic breeds, develop marketing strategies for milk and other value added products such as yogurt, and provide the capacity development and ongoing support necessary for rural communities to engage in and benefit from the sustainable management high milk producing exotic breeds.	UNDP WALIC	Over a period of six months to one year
7. Follow up training of VDC managing assets, i.e. water supply systems, post-harvest labour saving devices, tractors and exotic breeds is needed and will provide more effective, efficient and sustainable management of these assets.	DCD AES WALIC	Over a period of six months to one year

Recommendation	Responsible Party(ies)	Timeline
8. Further support is required to develop fully functional GIS for asset sustainability. There remains a need to identify and train a suitable long term government partner that has the capacity (technical skills, computers with GIS annual license, communication with local government counterparts) to manage, maintain and implement on operational GIS.	UNDP DSPD	Over a period of six months to one year
9. Given the substantial amount of the PACD Pilot Phase budget allocated under Outcome 5 for GIS activities, US \$309,392 (see Table 7) an indicator should be identified to measure progress and success.	UNDP DSPD	immediately

Lessons Learned

The following lessons learned are provided to inform development and implementation of a full PACD project in The Gambia.

1. Where possible, the timing of the distribution of PACD project benefits to communities, such as tractors and labour-saving devices should carefully consider the seasonal growing and harvesting cycle and large-scale events occurring in The Gambia, such as national elections. For example, as the primary purpose for the distribution of tractors is to assist in field preparation for crops, distribution and training should occur well in advance of the rainy season. Similarly, post-harvest labour-saving devices should be distributed and training provided at a time that will allow communities to benefit most. Unfortunately, global supply chain disruption as a result of the COVID-19 Pandemic delayed the timely delivery of equipment. The evaluation acknowledges there was an unforeseen and unavoidable delay in the arrival of tractors and labour-saving devices, however, the distribution of PACD project benefits to communities should always endeavour to avoid the period immediately prior to elections to avoid political interference and potential conflicts.
2. The engagement of AES and representatives of beneficiary communities in the selection of agricultural equipment, tractors, plows, post-harvest labour saving devices, etc. is important to ensure the best possible investment in locally appropriate tools. In addition, AES noted that there are manufacturers of agricultural equipment, such as the threshers and milling machines, etc. in West Africa and they would recommend purchasing from these more local sources.
3. The introduction of high milk producing exotic breeds is not well suited to the “accelerated community development” model that characterizes PACD. The introduction of exotic breeds would have a greater chance of success through a well funded project working with WALIC to conduct further research on appropriate models of raising exotic breeds, developing and marketing milk and other value added products such as yogurt, and provision of capacity development and ongoing support to rural communities engaged to sustainably manage and benefit from exotic breeds. In summary, the introduction of exotic high milk producing livestock is a high risk PACD outcome activity due to the

specialized, technical and intensive nature of the associated implementation activities and the time required to achieve sustainable implementation. A stand alone long term project with secure, multi-year financial support is needed for a successful and sustainable outcome. This outcome activity is not recommended for inclusion in any future PACD.

4. Implementing partners expressed a high level of dissatisfaction and frustration with UNDP procurement policies and procedures. Training to overcome the challenges faced by implementing partners is needed if an ongoing PACD project continues to follow a DIM.
5. The implementation HACT for implementing partners can provide an effective means of disbursements for institutions rated low and moderate through micro assessments. It is important therefore to conduct micro assessments for implementing partners to determine risk ratings. Where a high risk rating is determined, PACD should provide capacity development to improve financial management to permit HACT. This may require ongoing training when staff turnover is high.
6. PACD should once again start by working with DCD and their network of Community Development Officers (CDO) and Assistants and Ward Development Committees (WDC), to support a bottom-up approach to development. CDOs and WDCs ensure the identification and prioritisation of the needs of rural communities formulated by Village Development Committees (VDC) leading to the implementation of activities that are highly relevant to communities ensuring their ownership and sustainability.

TABLE OF CONTENTS

PROJECT SUMMARY TABLE	i
EXECUTIVE SUMMARY	ii
Project Description	ii
Evaluation Scope and Objectives	ii
Overall Results of Final Evaluation Findings	iii
Conclusions	iv
Recommendations	v
Lessons Learned.....	vi
TABLE OF CONTENTS	viii
ACRONYMS AND ABBREVIATIONS	x
1 PROJECT CONTEXT AND DESCRIPTION	1
1.1 Project Context	1
1.2 Situational Analysis	2
1.3 Brief Description of Project.....	3
2 EVALUATION METHODOLOGY	4
2.1 Evaluation Purpose and Scope	4
2.2 Design Methodology, Work Plan, and Inception Report	4
2.3 Desk Review of Relevant Documents	4
2.4 Consultation and Interviews with Stakeholders	5
2.5 Consolidation and Triangulation of Data	5
3 EVALUATION FINDINGS	7
3.1 Appropriateness of project design and strategy	7
3.2 Appropriateness of Project Management Arrangements	8
3.3 Project Financing and Financial Management.....	10
3.3.1 Project Financing	10
3.3.2 Project Financial Management.....	15
3.4 Risk Assessment	15
3.5 Monitoring and Evaluation.....	23
4 EVALUATION OF PROJECT RESULTS	25
4.1 Overall Results	25
4.2 Outcome 1: Improve rural access to potable water	28
4.2.1 Relevance.....	28
4.2.2 Effectiveness	28
4.2.3 Efficiency	29
4.2.4 Sustainability.....	29

4.3	Outcome 2: Rural Electrification Programme	29
4.3.1	Relevance.....	29
4.3.2	Effectiveness	29
4.3.3	Efficiency	29
4.3.4	Sustainability.....	30
4.4	Outcome 4a: Food Security – Post-harvest Processing Equipment	30
4.4.1	Relevance.....	30
4.4.2	Effectiveness	31
4.4.3	Efficiency	31
4.4.4	Sustainability.....	31
4.5	Outcome 4b: Food Security - Tractors	32
4.5.1	Relevance.....	32
4.5.2	Effectiveness	32
4.5.3	Efficiency	33
4.5.4	Sustainability.....	33
4.6	Outcome 4c: Food Security - Exotic Livestock Breeds for Milk Production.....	34
4.6.1	Relevance.....	34
4.6.2	Effectiveness	35
4.6.3	Efficiency	35
4.6.4	Sustainability.....	35
4.7	Outcome 5: Sustainability of Services and Assets	36
4.7.1	Relevance.....	36
4.7.2	Effectiveness	36
4.7.3	Efficiency	36
4.7.4	Sustainability.....	36
4.8	Impact.....	37
4.9	Cross-Cutting Themes	38
5	CONCLUSIONS, RECOMMENDATIONS & LESSONS LEARNED	39
5.1	Conclusions	39
5.2	Recommendations.....	39
5.3	Lessons Learned	41
	Annex 1: Evaluation Terms of Reference.....	43
	Annex 2: Evaluation Matrix	51
	Annex 3: List of Document Reviewed	57
	Annex 4: List of Organizations and Stakeholders Interviewed	58

ACRONYMS AND ABBREVIATIONS

CDO	Community Development Officer
CSO	Civil Society Organization(s)
DCD	Department of Community Development
DIM	Direct Implementation Modality
DSPD	Department of Strategic Policy and Delivery
DWR	Department of Water Resources
GD	Group Discussion
GIS	Geographic Information System
GoTG	Government of The Gambia
GMD	Gambian Dalasi
HH	Households
HACT	Harmonised Cash Transfers
KII	Key Informant Interviews
LPAC	Local Project Appraisal Committee
LogFrame	Logical Framework
M&E	Monitoring and Evaluation
MW	Megawatts of electricity
NEA	National Environment Agency
NAWEC	National Water and Electricity Company
NEX	Nationally Executed Modality
NGO	Non-government Organization(s)
NDP	National Development Plan
PACD	Programme for Accelerated Development
PMU	Project Management Unit (situated in UNDP)
ProDoc	UNDP Project Document
PWD	Persons with Disability
SDG	Sustainable Development Goals
SES	Social and Environment Standards
SME	Small and Medium size Enterprises
ToC	Theory of Change
ToR	Terms of Reference
ToT	Training of Trainers
VDC	Village Development Committee
WALIC	West Africa Livestock Innovation Centre
WDC	Ward Development Committee

Evaluation Report for the Pilot Phase of the Programme for Accelerated Community Development

1 PROJECT CONTEXT AND DESCRIPTION

1.1 Project Context

The Gambia has a population of 1.9 Million of which 50.8% are Female and 49.2% are Male¹. The Gambia has an annual growth rate of 3.1% and a population density of 176 people per square kilometre. This made The Gambia, the fourth most densely populated country in mainland Africa. The age structure of the population in The Gambia is young with 70% under the age of 30 years. In The Gambia, less than 50% of the population live in rural areas, yet rural Gambia accounts for 60% of people living in poverty and poverty is four times more severe than in urban areas.

The absence of basic and essential amenities and services has contributed to the high poverty levels; 69% and 31% of the rural and urban population respectively. Between 2010 and 2016, while the level of urban poverty remained constant, rural poverty increased by 5% from 64% to 69%. Disparities between urban and rural settlements include access to safe drinking water, electricity and roads networks. For example, 74% of the urban population has access to electricity compared to 14% in rural areas; 90% of urban households have access to improved water sources compared to 79% in rural areas and 97% of urban households have access to a health care facility within 30 minutes of their homes compared to 24% of rural households having access that is within 60 minutes of their homes². In rural areas there are many untapped and underdeveloped potentials in agriculture, livestock, fisheries and mining due to a lack of value addition mechanisms and opportunities, lack of innovations, lack of investment and marketing and trading opportunities and inadequate infrastructure.

In rural areas, agriculture is the main source of livelihoods, with over 70% of the population engaged in agricultural production as their main source of food and income. Climate change induced sea level rise is resulting in salt water intrusion in agricultural land, posing a serious threat to the lives and livelihood of rural people. In some areas there has been a 60 to 100% loss of arable rice fields due to salt water intrusion.

Women and girls who make the largest contribution to the agricultural sector face tedious, difficult, and time-consuming work particularly in post-harvest food processing due to a lack of appropriate equipment. There are also socio-economic opportunities through the introduction of improved livestock.

Given the poverty, social inequality and increasing problems facing rural communities the project *Programme for Accelerated Community Development* (PACD) is being introduced in vulnerable rural communities selected throughout The Gambia [Kanifing Municipality (KMC), West Coast Region (WCR), Lower River Region (LRR), North Bank Region (NBR), Central River Region (CRR), and Upper River Region (URR)] to help reduce persistent poverty, inequality and exclusion compounded with low resilience and high vulnerability to climate change and other livelihood impacts.

¹ Gambia Bureau of Statistics, 2016

² HIS 2015 / 2016

1.2 Situational Analysis

A needs assessment identified issues that hinder and pose the greatest challenges to development in the West Coast Region (WCR), North Bank Region (NBR), Lower River Region (LRR), Central River Region (CRR) and Upper River Region (URR). Based on the risk assessment five main components were identified for the PACD project – electrification, access to potable water, food security (labour saving devices and livestock) and sustainability of rural services and assets – to address critical areas of the development process that aim to enhance socioeconomic development in the rural areas of the Gambia. The PACD components provide basic social services and enhance economic opportunities for vulnerable members of the population such as women and girls.

Rural Electrification: Studies indicate significant variations in electrification rates between the urban and rural areas of The Gambia. The Government of The Gambia (GoTG) plans to increase its renewable energy capacity by 30% by 2030 through a combination of grid extension and de-centralized systems. Access rates to electricity are 40% at the national level with very high regional variations (from 6% in the NBR to 93% in the Banjul region). These electrification rates indicate average electricity access of only 12% in the rural and semi-urban regions. Approximately 2.3% of the Gambian population are served by off-grid solar-based systems.

Rural Water Supply Systems: Adequate access to increased potable rural water supply remains a challenge, approximately 14 % of rural households lack access to a clean water supply. Scenarios of women walking significant miles or joining long queues to obtain water needed to meet daily household demand are common in rural settings. With rising health issues in dire need of proper sanitary measures to be addressed, potable water is a global necessity to help in the fight in recently discovered viral diseases such as COVID 19 and other preceding illnesses. The GoTG, working with various international organisations, such as Saudi Government Assistance and African Development Bank, are supporting projects such as the Rural Water Supply and Sanitation Project (RWSSI) and Community Based Organisations to make improve rural water supply systems in different regions of The Gambia. Notwithstanding the existing projects there is still a large need to provide safe and secure rural water supply systems in many regions of the country.

Rural Road Networks: The Gambia's road network consists of a main sealed road linking the five major regions of the country with a smaller network of sealed feeder roads in some regions. Generally communities not located directly on the main roads rely on roads that are in very poor repair and which may be impassable during the wet season. Poor roads isolate communities and make access to health care, education and potential economic activities (markets) extremely difficult, costly and at times impossible. PACD aims to improve the existing rural road network by linking poor quality feeder roads to main roads.

Rural Food Security: Cash crop and subsistence farming are the major farming methods practiced in rural areas. Farm plot preparation, weeding, harvesting and post-harvest processing usually labour intensive methods The Needs Assessment highlighted the lack of proper equipment for farming, including tractors and tillers to prepare plots for planting and threshers and milling machines for post-harvest activities. In addition, PACD identified opportunities in livestock production through provision of enhanced cattle and goat breeding stock for milk production. A key component of the PACD therefore focuses food security in the rural areas by providing labour saving devices and livestock.

Rural Sustainability: The sustainability of services and assets introduced to rural areas remains a challenge in most development projects. The PACD project is intended to address

this component through by building capacity in communities to engage in ownership and effective management and maintenance of assets, including revenue generation needed for ongoing operation costs, to ensure the sustainability of the services being assets provided by PACD.

1.3 Brief Description of Project

The Pilot Phase of the Programme for Accelerated Community Development (PACD) project, is a Gambia Government flagship project which started in April 2020 and is being implemented by the United Nations Development Program (UNDP) with coordination by the Department of Strategic Policy and Delivery (DSPD). The project aims to address the rural-urban inequalities and disparities focusing on the provision of access to basic amenities, services and infrastructure.

The goal the PACD project is to:

Reduce the socio-economic inequalities between rural and urban areas in The Gambia

The objective of the PACD project is:

Improve the living conditions of rural people through access to basic socio-economic infrastructure and services; and the creation of a local economy for sustained and improved socio-economic development, social justice and equality by December 2021.

The PACD project has the following five Outcomes and strategies:

Outcome 1: Improve rural access to potable water – Initiate, construct, and enable access to potable water

Outcome 2: Rural Electrification Programme – Provide on-grid electricity access and promote off-grid private sector investment.

Outcome 3: Rural Roads Infrastructure – Initiate and construct rural road networks

Outcome 4: Food Security (Postharvest and Processing Equipment and Exotic Livestock breed for Milk Production) – Provision of labour saving devices, exotic livestock breed for milk production and livestock housing

Outcome 5: Sustainability of Services and Assets – Strengthening local assets management and revenue generations initiatives

UNDP is responsible for the overall management of the project through the formation of a PACD Project Management Unit (PMU). The PMU is responsible for the day to day operations and management of the project including procurement and project administration. The PMU works closely with the DSPD, located in the Office of the President, as the interface between PACD and the technical services of Ministries involved in the implementation of PACD.

The Project has a fully operational M&E Unit housed within the PACD Project Office at UNDP. The DSPD unit under the office of the president is responsible for coordination by ensuring that projects are within the parameters of the National Development Plan (NDP) and is also responsible for project sustainability, thus the allocation of a focal person in all the relevant intervention areas within the participating line Ministries to ensure that even after the project phases out, the government will take up the operations required for sustainability.

2 EVALUATION METHODOLOGY

2.1 Evaluation Purpose and Scope

The purpose of the evaluation as stated in the ToR is:

to capture evaluative evidence of the relevance, effectiveness, efficiency, impact, national ownership, lessons learned, challenges, and sustainability of the current project, and recommend changes that would be used to strengthen the existing project (bridging phase) and set the stage for the preparation of PACD II

The evaluation is also to serve an important accountability function, providing National stakeholders, UNDP and partners in The Gambia with an impartial assessment of the results of PACD support.

In addition to key focal areas identified in the evaluation purpose noted above, the evaluation is to report on the following additional focal areas:

- documentation of best practices that may inform replication and scaling up;
- PACD monitoring and risk management undertaken over the course of the project;
- Assessment of the progress of key performance indicators against set targets;
- Analysis of cross-cutting issues such as gender mainstreaming, social inclusion, equity, and beneficiary access to resources; and
- Evaluation of project financial management, including approved annual budgets and actual budget expenditures.

The evaluation followed the direction provided in the ToR (**Annex 1**) and along with guidance provided by the Organisation for Economic Co-operation and Development (OECD) Development Assistance Committee (DAC) ([OECD 2021 Applying Evaluation Criteria Thoughtfully](#)). The evaluation will adhere to [United Nations Evaluation Group Norms and Standards for Evaluation](#) (2017).

2.2 Design Methodology, Work Plan, and Inception Report

As per the requirements specified in the Terms of Reference (ToR), the evaluator prepared an **Inception Report** with a clear and detailed evaluation methodology and tools to be employed during the evaluation. This included an evaluation matrix (**Annex 2**) used for guiding the data collection process. In addition, the evaluator prepared an action plan outlining the tasks and activities to be carried out during the evaluation including an implementation timeline. The Inception Report was reviewed by UNDP and relevant government stakeholders and approved prior to departing for the data collection mission.

2.3 Desk Review of Relevant Documents

The evaluation methods include a comprehensive review of relevant documents (**Annex 3**). The evaluation has verified results by triangulating data that is available from a wide variety of sources, including the Feasibility Study, ProDoc, Annual Work Plans (AWP), Progress Reports, government documents, LPAC minutes, documents supporting project implementation, as well as information gathered through a comprehensive in-country field mission to meet with stakeholders and conduct site visits and interviews with project beneficiaries.

2.4 Consultation and Interviews with Stakeholders

Key informant interviews with government, UNDP and non-government stakeholders in Banjul and a field mission to visit a selection of project communities to conduct focus group discussions with beneficiaries was coordinated with UNDP and DSPD (**Annex 4**). Where necessary virtual interviews using available and appropriate technologies such as Zoom, WhatsApp, etc. were conducted to reach stakeholders not available for in-person meetings.

Table 1. Summary of stakeholders interviewed

Stakeholders Interviewed	Women	Men	Totals
Government	2	12	14
UNDP	3	2	5
Technical Consultants	-	1	1
Beneficiaries	289	174	463
Totals	294	189	483



Figure 1. PACD evaluation field mission meetings with communities

2.5 Consolidation and Triangulation of Data, Analysis and Production of Reports

Following the data collection mission, the evaluator conducted consolidation and triangulation of data for reliability. In the evaluation process, project outputs, targeted activities by indicators were assessed and rated using the evaluation criteria of relevance, effectiveness, efficiency, potential impact and likely sustainability.

The definition of these evaluation criteria is presented as follows:

Relevance refers to:

- To what extent was, the project design informed by the context of the target area and beneficiaries?
- To what extent the operations and objectives of the joint programme remained consistent with current country needs (federal level, regional and woreda levels, and donors' policies and expectations?)
- Were the approaches and strategies used relevant to achieve intended outputs and outcomes of the programme/intervention?

- To what extent did the interventions respond to the needs of beneficiaries including the vulnerable groups such as women, youth, PWDs and IDPs?

Effectiveness refers to:

- Whether the project intervention achieved the expected output and immediate outcomes and made progress towards the intermediate outcomes
- Whether there are any unintended results, either positive or negative observed

Efficiency refers to:

- How economically are resources/inputs (funds, expertise, time, etc.) converted to outputs
- Whether outputs achieved on time and on budget

Sustainability refers to:

- What is the likelihood that results/benefits will continue after the closure of the project?
- Are there committed financial and human resources to maintain benefits and results?
- Is the external environment conducive to the maintenance of results?
- Is there evidence of scaling up / replication of project activities?

Impact refers to

- Extent to which the project is achieving impacts or progressing towards the achievement of impacts.

3 EVALUATION FINDINGS

3.1 Appropriateness of project design and strategy

The underlying theory of change of PACD is that by improving rural infrastructure and providing tools needed for the economic empowerment, particularly of women, will lead to improved social well-being through access to clean water, electricity and improved road access to social services. In addition, enhanced opportunities for rural economic livelihood activities will lead to improved socio-economic wellbeing and help curb rural to urban migration which contributing to urban growth and poverty.

Working with DCD and their network of Community Development Officers and Assistants and Ward Development Committees (WDC), a bottom-up approach is used to identify and prioritise the needs of rural communities that are formulated by Village Development Committees (VDC). The target communities and activities selected for the PACD Pilot phase were based priorities that came from VDC and which were identified as priorities by the WDC. This was verified during the evaluation field mission, based on feedback received from VDC which confirmed PACD activities, such as water supply, provision of post-harvest agricultural processing tools, provision of a tractor, had been identified as community priority needs for many years.

Included in the PACD project design are five outcomes for the improvement of rural infrastructure, they are

1. Improve rural access to potable water
2. Rural electrification
3. Rural roads infrastructure
4. Food Security (pre- and post-harvest agricultural equipment and improved livestock breeds for milk production)
5. Sustainability of rural services and assets

Out of the five PACD outcomes, improving rural access to potable water stands out as the most significant, given the fundamental importance of water to human well-being. Rural communities utilizing open wells that may not contain potable water and which may dry up during the dry season clearly benefit from community water supply systems (bore holes, solar pumps, water tanks, village water points) that provide a safe and reliable supply of potable water year-round, reducing the burden of collecting water by women and young girls and increase community health.

Rural electrification brings many forms of development, including operation of equipment for agriculture and small business, enhanced education for students studying at home and the sense of “development” in rural communities. There are many rural communities in The Gambia without access to electricity. Strategically the PACD Pilot Phase utilized the available funds to target three districts in the North Bank Region (NBR) where there was a good opportunity to provide complete coverage in ten communities. This strategic approach was well justified as it was more efficient to work in one sub-region, where possible, it built on existing local electricity infrastructure (lines and poles) and it meant all villages in the sub-region were treated equally in regard to access to electricity.

Rural roads connecting rural villages are often in very poor condition and may be impassable during the wet season. This has numerous impacts of rural villages, most serious is timely access to health care when needed, particularly for women during childbirth, access to education for youth, and access to markets to support rural economic activities. Upon review of the limited budget of the PACD Pilot Phase a strategic decision was made not to include

activities in the pilot phase related to this outcome given the large amount of funds required to construct improved rural roads. This was a judicious decision as it allowed the PACD Pilot Phase to utilize the limited budget to focus on the other four outcome areas.

Rural communities are largely made up of subsistence farming households with limited excess production of agricultural products for sale in local and regional markets. There is an enormous potential to increase local agricultural productivity. PACD provision of tractors and post-harvest threshing and milling machines priority needs for rural communities that enhance food security, reduce the work of women and children, and support economic development. The PACD strategy to introduce improved livestock breeds of goats and cows for milk production has the potential improve food security and support economic development. These improved livestock breeds are new to rural communities, have specific and more intensive feeding and animal husbandry, and as such require significant training and ongoing support to communities, making this part of PACD strategy more challenging.

Sustainability of rural services and assets is essential to the long-term success of PACD outcomes. This includes strategies that engage VDC and connect local government agencies and technical service providers in the long-term maintenance and repair (as needed) of water supply systems, rural electrification, tractors and post-harvest machines.

The PACD project design addresses and prioritises key rural community needs and ensures their long sustainability, making the PACD project design and strategy “highly satisfactory”.

Rating: Highly Satisfactory (HS)

3.2 Appropriateness of Project Management Arrangements

The PMU, located within the offices of UNDP, is responsible for financial management of the PACD budget transferred to UNDP from the Government of The Gambia (GoTG). This includes responsibility for the procurement of goods and services needed for implementation of PACD project activities. UNDP’s experience and global reach in procurement is particularly important in the acquisition of goods needed for PACD activities that are not readily available in The Gambia, such as tractors and tractor implements, and exotic livestock breeds and to contract international consulting services supporting PACD activities, such as Geographic Information System (GIS) services supporting sustainability of PACD project activities.

The PMU works closely with the DSPD, located in the Office of the President. Through the Office of the President, the DSPD has the authority to direct appropriate government ministries and departments to implement PACD activities utilizing the goods and services procured by UNDP. The management arrangements for project implementation are outlined in **Table 2**.

Table 2. Roles and responsibilities of PMU and DSPD in regard to implementation of PACD outcome activities.

PACD Outcome	Role of PMU	Role of DSPD	Implementing Partner(s)
1. Water Security	<ul style="list-style-type: none"> contract engineering services for design engagement of contractor(s) to drill boreholes and install water supply system procurement of solar panels, pumps, tanks, & pipes for distribution 	<ul style="list-style-type: none"> mobilise and coordinate DCD to work with VDC on water supply installation and maintenance mobilise and coordinate Department of Water Resources (DWR) to oversee installation and maintenance 	<ul style="list-style-type: none"> DCD DWR
2. Rural Electrification	<ul style="list-style-type: none"> engagement of contractors to install electrical transmission lines to village procurement of materials for electrical transmission system 	<ul style="list-style-type: none"> mobilise and coordinate National Water and Electricity Company (NAWEC) to oversee installation and provision meters for individual households (HH) 	<ul style="list-style-type: none"> NAWEC
3. Rural Roads	<ul style="list-style-type: none"> not applicable for PACD Pilot Phase 		
4. Food Security	<ul style="list-style-type: none"> procurement of tractors, plows, threshing and milling machines, exotic livestock breeds procurement of materials needed for exotic livestock husbandry 	<ul style="list-style-type: none"> mobilise and coordinate Department of Engineering Services (DES) to test, distribute and provide training mobilise and coordinate West African Livestock Innovation Centre (WALIC) to manage, distribute and provide training for exotic livestock 	<ul style="list-style-type: none"> DES WALIC
5. Sustainability	<ul style="list-style-type: none"> procurement of GIS consulting services 	<ul style="list-style-type: none"> provide direction to GIS consultant for development GIS sustainability services 	<ul style="list-style-type: none"> International consultant

The evaluation has determined that the working relationship between the PMU and DSPD over the course of the PACD Pilot Phase, has been challenging, both from the perspective of the PMU and from the perspective of DSPD. In general, there has not been the level of trust and mutual respect needed from both the PMU and DSPD in regard to the roles and responsibilities as outlined in **Table 3**.

The perspective of the PMU is that UNDP has effectively procured goods and services leading to effective, efficient and rapid implementation of PACD activities. The PMU is of the opinion that DSPD does not possess the experience and project management skills required to achieve the same rapid outcomes.

The perspective of DSPD is that government, with the authority to direct the work of implementing partners, has the capacity to take the lead role in effective implementation of PACD activities. The DSPD does acknowledge and would recommend utilizing the global reach of UNDP procurement where needed for the procurement of goods and services supporting implementation of PACD activities. DSPD also recommends and encourages the use of local goods and services, particularly in regard to labour-saving devices which are manufactured in West Africa.

Some of the causes of the challenges to the working relationship between the PMU and DSPD are related to UNDP financial management protocol requirements (see **Section 3.3.2**) and coordination during monitoring and evaluation (see **Section 3.5**).

Despite the challenges expressed by the PMU and DSPD, the PACD Pilot Phase has successfully engaged the implementing partners to effectively and efficiently complete most of the project activities (see **Section 4**).

Rating: Moderately Satisfactory (MS)

3.3 Project Financing and Financial Management

3.3.1 Project Financing

PACD is an innovative development project whereby the GoTG is the key funder of project activities, utilizing GoTG funds in a dedicated PACD budget line within the national budget. GoTG funds are transferred to UNDP to manage the procurement of goods and services required to implement PACD activities through a Direct Implementation Modality (DIM). Project implementation is undertaken in cooperation with DSPD and relevant implementation partners, including NAWEC, DCD, WALIC and DWR as well as the engagement of technical experts, such as, water resource engineers.

PACD Pilot Phase project activities were adjusted inline with the actual GoTG funds disbursed at the initiation of the project based on the financial constraints faced by the GoTG. It is noteworthy that the feasibility study on accelerating community development in The Gambia (Deloitte 2020) identified a budget of US\$ 415.09M over five years in its original conception PACD activities. To accommodate financial constraints, funding for a PACD Pilot Phase to be provided by the GoTG was set at US\$ 5M with project activities reviewed and adjusted inline with the available funding.

The actual amount of GoTG funding allocated to PACD was Gambian Dalasi (GMD) 250,000,000 (US\$4.86 M) in the 2020 budget. Of this, US\$4,735,280 (97.4%) had been disbursed and utilized on project activities as of July 31st, 2022 (**Table 3**).

Table 3. Funds Disbursed to PACD by GoTG (data from Implementation Status Update 12th January, 2022)

Funds Disbursed by GoTG	
Date	Amount (GMD)
01-Mar-20	93,500,000
10-Dec-20	30,000,000
05-Mar-21	25,000,000
12-Mar-21	25,000,000
19-Mar-21	20,000,000
26-May-21	25,000,000
10-Dec-21	25,000,000
Total GMD	243,500,000

UNDP also provided funding to support the PACD Pilot Phase, utilizing UNDP TRAC I (US\$125,831) and TRAC II (US\$1,073,805) resources. UNDP financial commitments have been utilized to ensure efficient programme management and sustainability of project assets and services beyond the period of the PACD Pilot Phase. Both the GoTG and UNDP provide in-kind support to PACD in the form of staff resources and office and field infrastructure.

In addition to GoTG funds UNDP provided funding support to the PACD Pilot Phase activities from TRAC I and TRAC II resources to ensure efficient programme management and sustainability of project assets and services beyond the period of the PACD. The TRAC I spending (**Table 1**) targets in-kind support of programme management.

Table 4. UNDP TRAC I Financial Resources for PACD Project Activities

UNDP TRAC I Spending	2020-2021 (USD)	2022 (USD)	Cumulative to 2022 (USD)
Supplies, commodities, materials	\$767	-	\$767
Equipment, vehicle and furniture including depreciation	\$375	-	\$375
Contractual services	\$71,505	\$11,209	\$82,714
Travel	\$2,037	\$2,877	\$4,914
General operating and other direct costs	\$27,819	\$9,242	\$37,062
Total UNDP TRAC I Commitments	\$102,503	\$23,328	\$125,831

The TRAC II spending (**Table 5**) engaged youth in tree planting for ecological restoration, an activity that is intended to align with PACD project **Outcome 5 Sustainability of Services and Assets** as rural ecological services as sustained through nature-based development.

Some PACD Pilot Phase activities associated with the **Outcome 4 Food Security** were not completed during the first project year due to delays in procurement and distribution of tractors, post-harvest threshing and milling machines and exotic breeds of livestock. A request was made to the GoTG for additional budget to complete all proposed training activities required for and for the management, distribution and training related to the exotic breeds of livestock. At the time of the evaluation, funding had not been secured from the GoTG to complete the

outstanding activities. To assist in the completion of training activities related to post-harvest threshing and milling machines UNDP provided a budget from TRAC II funding.

Table 5. UNDP TRAC II Financial Resources for PACD Project Activities

UNDP TRAC II Spending	2020-2021 (USD)	2022 (USD)	Cumulative to 2022 (USD)
PACD – Youth Entrepreneurship (Youth Eco-brigade) Aug to Oct 2021	\$89,456		\$89,456.00
PACD – Youth Entrepreneurship (Youth Eco-brigade) December 2021	\$109,474		\$109,474.00
Not specified			\$874,875.20
Total UNDP TRAC II Commitments			\$1,073,805.20

A summary analysis of proposed (ProDoc) and actual PACD Pilot Phase budget spending is shown in **Table 6**. There are significant differences from the proposed budget, largely due to the decision not to proceed with **Outcome 3 Rural Roads** as discussed in **Section 3.1**.

Table 6. Planned Budget for PACD Year 1 Pilot Phase from PACD ProDoc and Actual Spending based on Implementation Status Update 12th January 2022 (*note Civil Engineering Support was not specified in ProDoc budget and Admin Costs were not documented in the Implementation Status Update)

Components/ Outcomes	Proposed Budget in ProDoc (USD)	Actual Spending (USD)	% of Total Budget ProDoc	% of Total Actual Spending
Baseline Survey and PACD Sensitization	\$50,000	?	0.9%	?
Outcome 1 Water Security 31 communities	\$619,666	\$1,684,603	10.8%	40%
Outcome 2 Rural Electrification 10 communities	\$987,054	\$637,657	17.3%	15%
Component 3 Rural Roads n/a	\$2,354,531	\$0	41.2%	0%
Outcome 4 Food Security <ul style="list-style-type: none"> • post-harvest devices – 18 communities • tractors – 19 communities • exotic livestock breeds – 10 communities 	\$644,493	\$1,017,187	11.3%	24%
Outcome 5 Sustainability all communities	\$500,000	\$627,392	8.8%	15%
Civil Engineering Support*	?	\$259,795	?	6%
Admin Cost* – General Management Support (GMS)	\$141,637	?	2.5%	?
Admin Cost* – Project Management and Direct Project Costs	\$415,489	?	7.3%	?
Total Project Budget	\$5,712,867	\$4,226,635	100.0%	100%

A detailed outline of the distribution of PACD Pilot Phase budget spending among the five project outcomes is shown in **Table 7**.

Table 7. Programme Activity Budgets as reported in 12th January 2022 Implementation Status Update

PACD Outcome	USD	EUR	GMD	Total GMD
Outcome 1 Water Security				
Provision, and installation of overhead steel structures and solar power panels for 16 boreholes	799,440			40,346,425
Drilling of the 16 boreholes			4,884,600	4,884,600
Reticulation of water systems for the 16 boreholes across 31 communities			39,788,122	39,788,122
Total				85,019,146
Outcome 2 Rural Electrification				
All works including commissioning across 10 communities in the North Bank Region of The Gambia	637,657			32,181,504
Total				32,181,504
Outcome 3 Rural Roads				
Not implemented				
Total				0
Outcome 4 Food Security				
Purchase, assembly, installation, and training of beneficiaries for Labour Saving Devices	94,760			4,782,380
Freight Cost of Equipment	43,465			2,193,607
Purchase of 19 tractors and farming implements		498,522		27,876,142
Procurement and vaccination of exotic livestock			8,910,000	8,910,000
Construction of calving shed			1,182,455	1,182,455
Provision of pasture seeds and fencing of 5ha of land			3,102,268	3,102,268
Refurbishment of existing animal shed			973,560	973,560
Total				49,020,412
Outcome 5 Sustainability				
Phase I of the GIS	120,850			6,099,100
Phase II of the GIS	188,542			9,515,403
Disbursed to UNCDF through a joint UN to UN Agreement under Trac 1 of UNDP resources	122,000			6,157,138
Partnership with Red Cross and WABSA to plant trees across the NBR of The Gambia	196,000			9,891,796
Total				31,663,437
Civil Engineering Support				
Design and Supervision of Infrastructure Components			13,111,443	13,111,443
Total				13,111,443
Grand Total				210,995,942

3.3.2 Project Financial Management

In regard to financial management, the PMU follows rigorous UNDP procurement protocols that ensure transparent and robust financial accountability. The DSPD and PACD implementing partners found UNDP procurement protocols challenging. In some cases, procurement requirements were cited as too cumbersome, requiring the documentation and submission of very small expenses for reimbursement. In other cases, procurement requirements prevented the rapid disbursement of PACD project funds needed to address critical PACD project implementation needs.

Given the fact that PACD Pilot Phase funding originated from the GoTG there was a sense of frustration by the DSPD and PACD implementing partners when difficulties were encountered in the disbursement of PACD project funds for the implementation project activities. The DSPD and PACD implementing partners generally felt that more efficient and effective implementation of project activities would result from the GoTG managing the project budget within existing government financial systems.

Conversely the PMU, made up of UNDP staff, acknowledges and understands the requirements of UNDP financial management protocols and they have the experience required to effectively work within the UNDP financial management system. In addition, there is a benefit to transferring budget funds from the GoTG to UNDP as, once transferred, the funds are not subject to potential reallocation to meet other priorities, as may occur when the budget is held by the GoTG.

3.4 Risk Assessment

The potential risks associated with project implementation have been outlined in the PACD ProDoc (UNDP April 2020), the Social and Environment Standards (SES) Report (UNDP October 2020) and in the Monitoring and Evaluation Plan (UNDP July 2021).

Re-evaluation of the risks is presented below in **Tables 8, 9 and 10**. In summary, PACD risks have been accurately identified and appropriate mitigation measures have been recommended. There remain some high risks to PACD, that are highlighted in report **Sections 5.2 and 5.3** providing mitigation measures to enhance the success of PACD project implementation. The high risks identified include the following:

- The need for UNDP to educate its implementing partners on UNDP Policies and Procedures to ensure effective and efficient project implementation;
- The implementation Harmonised Cash Transfers (HACT) for implementing partners to provide an effective means of disbursements for institutions rated low and moderate through micro assessments. Implementing partners where micro assessment rating is high risk should be provided capacity development to improve financial management.
- The introduction of exotic high milk producing livestock is a high risk PACD outcome activity due to the specialized, technical and intensive nature of the associated implementation activities and the time required to achieve sustainable implementation. This outcome activity is better suited to a stand-alone long-term project with secure, multi-year financial support.
- A Geographic Information System (GIS) platform to track assets (tractor) faults and issues reporting is an excellent method to facilitate prompt maintenance for sustainability. However, GIS systems are highly technical and require the identification and training of a suitable long term government partner that has the capacity (technical skills, computers with GIS annual licence, communication with local government counterparts) to manage, maintain and implement operational costs.

Table 8. Evaluation of risk identified in PACD ProDoc

Risk Area	Risks Identified	PACD Final Evaluation of Risks	Risk Rating
Political And Ownership Risks	<ol style="list-style-type: none"> 1. A political risk may arise in case of change of the Government following the elections, although expected in two years. 2. There may be also a low level of ownership by the local communities. 	<ol style="list-style-type: none"> 1. The election has resulted in significant negative impacts to PACD as follows: <ol style="list-style-type: none"> a. the distribution of labour-saving devices became politicised leading to political pressure to rush the distribution of tractors prior to the elections leading comprises in the planned onsite trainings of operators and communities (a training session for operators was provided in Banjul) b. the distribution of at least one labour-saving device went to a community that was not originally selected, speculation suggests this was politically motivated c. following the election, no funding was provided to PACD in October 2022 when the evaluation was undertaken, despite the urgent need for funding to support post-harvest equipment training and to support implementation needs associated with introduction of exotic high milk producing breeds 2. There was a high level of engagement and ownership demonstrated by communities 	Moderate
Social And Environmental	<ol style="list-style-type: none"> 1. The National Environment Agency (NEA) will be contacted to conduct a social and environmental impact assessment of the project. 	<ol style="list-style-type: none"> 1. The NES was not engaged to conduct the SES. It would have been preferable for NES to be involved in the SES as PACD would contribute to GoTG capacity development (see Table 9 for SES risk assessment) 	Low

Risk Area	Risks Identified	PACD Final Evaluation of Risks	Risk Rating
COVID -19	<ol style="list-style-type: none"> 1. Due to outbreak of the COVID-19 pandemic, the GoTG declared a state of public emergency which prohibits public gatherings of more than 10 persons amongst other things. This impacts negatively on activities involving public gatherings and may not be implemented as planned. 2. With the likelihood of more financial resources diverted to COVID-19 response and/or the potential decline in government revenue due to declining economic activities, the GoTG might not meet its financial commitments to PACD. This could result in some PACD activities not being implemented as planned. 3. The closure of the borders of almost all the countries worldwide will limit international competition during the bidding, tendering and mobilisation of the project. 4. The movement of goods and persons between countries is significantly affected during the COVID-19 pandemic period. While the travel of persons is completely frozen, the flow of merchandises is uncertain. The consequence is that the volatility of prices became high on the national market for imported goods with uncontrollable increases. For PACD, the concerned goods are mostly the cement, water pumps, electrical material and harvest machines. This situation presents two risks: first, substantial prices' increase for material will hinder the affordability of the planned quantities for PACD activities. Second, unsustainable supply of material can delay the works and may cause suspension of unfinished works. 	<ol style="list-style-type: none"> 1. PACD was able to effectively engage with communities by limiting meeting size to less than 10 persons when required 2. The GoTG maintained their financial commitment to PACD during 2020 and 2021. There is no indication the lack of PACD funding in 2022 was due to COVID-19 3. The closure of borders due to COVID-19 did not significantly impact PACD implementation 4. COVID-19 had a significant negative impact on global supply chains and was responsible for compromises and delays associated with the procurement of tractors, tractor implements and labour-saving devices (see report Sections 4.4 and 4.5) 	Moderate

Table 9. Evaluation of SES recommendations for risks identified in PACD SES

Risk Area	SES Recommendations for Risks Identified	PACD Final Evaluation of Risks	Risk Rating
Timely Implementation of the SES	1. UNDP must strive to implement the SES exercise at the right stage of Programming to enhance quality and standards of the SES Process, preferably at the Project Concept Design Stage	1. SES was implemented early in the project cycle (October 2020) to identify risks and mitigation strategies	Low
Delayed Disbursements	1. Delay in disbursements on a few significant SES projects affects the SES Process. Disbursements should be timely to ensure timely implementation of project and program activities.	1. GoTG disbursement to PACD in 2020 and 2021 were not delayed facilitating good project progress. At the time of reporting, No GoTG disbursement was made to PACD in 2022 leading to a significant negative impact on activities yet to be completed (see report Sections 4.4.2, 4.6.2 and 4.7.2)	Moderate
Inadequate Institutional Capacities	1. Inadequate institutional capacities might cause delays in programming and the implementation of some project activities (private sector expertise). This might reflect on delays at the start of specific components of the PACD.	1. Institutional capacities of implementing partners NAWEC, DWR, WALIC, and AES and private sector (FAM Engineering)	Low
Inadequate knowledge of UNDP Policies & Procedures	1. The SES recommends that UNDP should continue to educate its implementing partners on UNDP Policies and Procedures. This would ease a significant number of hurdles realised during project implementation; avoid misconceptions as well as delays.	1. Implementing partners expressed a high level of dissatisfaction and frustration with UNDP procurement policies and procedures. Training to overcome the challenges faced by implementing partners is needed if an ongoing PACD project continues to follow a DIM	High
Resource Mobilisation	1. Most of the components of the PACD are being implemented at a slow rate due to the lack of timely supply of resources to initiate project implementation. The Covid -19 pandemic has an impact on development projects especially where imported resources are concerned. UNDP and its Implementing Partners should take this into consideration for better planning.	1. COVID-19 had a significant negative impact on global supply chains and was responsible for compromises and delays associated with the procurement of tractors, tractor implements and labour-saving devices (see report Sections 4.4 and 4.5)	Moderate

Risk Area	SES Recommendations for Risks Identified	PACD Final Evaluation of Risks	Risk Rating
National Ownership	1. The strategy for program implementation used is the Nationally Executed (NEX) modality for program execution. NEX has numerous advantages and encourages national participation at all levels, promoting national ownership. The SES commends this approach for enhanced quality of UNDP Programming.	1. NEX modality for program implementation has resulted in effective and efficient implementation of project activities	Low
Reporting Mechanisms	1. The low quality of produced reports during project implementation indicates poor reporting It is pertinent for UNDP and partner institutions to keep proper recording of project activities for proper assessment of UNDP programs/projects, in addition to procedural Quarterly and Annual Reporting. Timely and Accurate reporting should be consistent.	1. UNDP Annual Work Plans, Progress Performance Monitoring and Progress Reports are well prepared and informative 2. DSPD Quarterly Progress Reports available (1 st and 2 nd Quarter 2021) were well prepared and informative	Low
Budgetary Allocations + Disbursements	1. The Harmonised Cash Transfers (HACT) prove to be an effective means of disbursements for Institutions where micro assessments were done, institutions rated low and moderate through micro assessments should continue to use the HACT as a means of disbursement, those at high risk need to be strengthened. HACT should continue to be used as a form of disbursement, in-country micro assessments on HACT should be used in this regard	1. There is no report of a HACT micro-assessment having been completed for PACD. Completion of a HACT is recommended for PACD to facilitate HACT to government implementing partners.	High

Table 10. Evaluation of Risks identified in PACD Monitoring and Evaluation Plan (UNDP July 2021)

Risk Area	Risks Identified	PACD Final Evaluation of Risks	Risk Rating
Impact	<ol style="list-style-type: none"> 1. Assume that country and political status remains suitable for donor investment. 2. Assume that donor community maintains / increases funding in Improved access to basic socioeconomic infrastructure and services. 3. Assume that the government Departments maintains commitment to involved institutions and relevant policy to support Improved access to basic socio-economic infrastructure and services both at national and local (ward / village) level. 	<ol style="list-style-type: none"> 1. Funding for PACD Pilot Phase allocated from GoTG 2. Funding for PACD Pilot Phase allocated from GoTG 3. DSPD and implementing partners DCD, DWR, NAWEC, AES and WALIC fully committed to PACD 	Low
Outcome 1 Community Water Supply	<ol style="list-style-type: none"> 1. Access to community land for borehole construction granted. 2. Availability of essential construction materials in country 3. Timely mitigation of environmental threats & hazards 4. Timely delivery of deliverables. 5. Availability of good road networks to facilitate travel time 6. Availability of water fit for human consumption and drinking purposes 7. Water reliability is not compromised 8. Water quality is not compromised. 9. No cost attached to the water access. 	<ol style="list-style-type: none"> 1. Evaluation did not reveal any serious difficulties accessing community land for boreholes 2. PACD sourced materials required for borehole construction 3. Environmental threats addressed in borehole location 4. Materials for water supply system delivered in timely fashion 5. PACD ensured construction during dry season to facilitate road travel 6. PACD conducted water quality testing to ensure water quality 7. Communities reported sufficient quantity of water provided 8. Water quality not compromised 9. VDC have established fee collection to cover ongoing maintenance costs 	Low

Risk Area	Risks Identified	PACD Final Evaluation of Risks	Risk Rating
Outcome 2 Rural Electrical	<ol style="list-style-type: none"> 1. Timely delivery of deliverables. 2. Affordability of electricity. 3. Favourable conditions for investment into SMEs 4. Availability of political reforms in the Energy Sector 	<ol style="list-style-type: none"> 1. Lack of availability of meters has delayed HH connections 2. HH willing able to pay costs 3. Communities indicated electrical connections will facilitate SME 4. GoTG committed to rural electrification 	Low
Outcome 3 Rural	<ol style="list-style-type: none"> 1. Availability of Government Funding to support construction. 	<ol style="list-style-type: none"> 1. Do to limited GoTG funding available for the PACD Pilot Phase and the high cost rural road construction a decision was made to postpone implementation of Outcome 3 	N/A
Outcome 4a & 4b Food Security – Labour Saving devices	<ol style="list-style-type: none"> 1. Timely availability of funds for purchase. 2. Timely purchase orders by the Project. 3. Quality devices with durable lifespan provided to beneficiaries 4. Availability of skilled labour to operate labour saving devices. 5. Affordability of services for beneficiaries to access. 	<ol style="list-style-type: none"> 1. The GoTG provided proposed budget in timely fashion 2. COVID 19 impact to global supply chains delayed procurement of tractors and post harvest labour saving devices. Delays in training for post harvest labour saving devices discussed in Section 4.4.2 3. Problems encountered with disc harrow plow procured discussed in Section 4.5 4. Tractors operators identified and trained. Communities awaiting training on used of post-harvest labour saving devices 5. Communities that have received tractors report positive bank accounts required for operations and maintenance. Communities to receive post-harvest labour saving devices have established committees and fees to be levied for machine use to support operations and maintenance 	Moderate

Risk Area	Risks Identified	PACD Final Evaluation of Risks	Risk Rating
<p style="text-align: center;">Outcome 4c Food Security – Exotic Livestock Breeds for Milk Production</p>	<ol style="list-style-type: none"> 1. Availability of an Issue free land. 2. Availability of funds for permit acquisition, land clearing, leveling and fencing. 3. Availability of good pasture soil (Environmental conditions) for pasture growing (determined through feasibility study). 2. Availability of quality pasture seedlings for pasture growing. 4. Availability of Water Supply system at Pasture ground for ruminant consumption. 5. Timely delivery of deliverables and pasture planting. 6. Availability of funds for trainings. 7. Availability of stakeholder identification, mapping and assessment Plan and Report. 8. Availability of skilled Technical Experts in country to conduct Trainings. 9. Timely availability of milking production equipment for milking. 10. Availability of animal shed for milking and storage facility for fodder . 11. Timely delivery of cows to project beneficiaries. 	<ol style="list-style-type: none"> 1. Discussions with WALIC and with communities indicate free land is available 2. Based on discussions with WALIC the PACD funds available for this Outcome are insufficient to complete all tasks 3. Feasibility studies to identify good pasture soils in communities have not been completed 4. Seeds for pasture enhancement have been procured and distributed to WALIC only 5. WALIC has completed pasture planting, pasture planting with communities has not started 6. PACD funds for training required for this Outcome are not currently available 7. Community stakeholders have been identified. 8. WALIC has the skills required for training 9. Milk production equipment has not been procured 10. WALIC animal shed upgraded, community animal sheds not yet constructed 11. Delivery of cows delayed, current estimated delivery to communities is December 2023 (see report Section 4.6.2) 	High
<p style="text-align: center;">Outcome 5 Sustainability</p>	<ol style="list-style-type: none"> 1. Availability of funds for trainings. 2. Availability of stakeholder identification, mapping and assessment plan and report. 3. Availability of skilled technical experts in country to conduct trainings. 4. Availability of funds. 5. Availability of Tracking devices (GIS) 6. Timely purchase orders by the project. 	<ol style="list-style-type: none"> 1. A GIS Platform to track assets (tractor) faults and issues reporting is intended to facilitate prompt maintenance for sustainability is under development. 2. GIS tracking devices for tractors have been purchased 3. Identification and mapping of a government stakeholder responsible for long term management and operation of a GIS platform is yet to be completed 4. PACD funds required for in-country training of GIS staff, GIS software and operations not available 	High

3.5 Monitoring and Evaluation

Evaluability of the PACD project's Logical Framework indicators, baselines and targets as presented in the PACD ProDoc have been updated in the PACD Monitoring & Evaluation Plan (10 July 2021). The evaluability of outcomes and indicators has been assessed using "SMART" criteria (Specific, Measurable, Achievable, Relevant, and Time-bound). The results of the assessment are shown in **Table 11**.

While the indicators for, Output 3 Improved Rural Road Network is included in **Table 11**, it is recognized funding for this outcome was not included in the PACD Pilot Phase.

A substantial amount of the PACD Pilot Phase budget was allocated under Outcome 5 for GIS activities, US \$309,392 (see **Table 7**). Given the financial magnitude of this activity an indicator should have been identified to measure progress and success.

Table 11. SMART (Specific, Measurable, Achievable, Relevant, and Time-bound) Review of PACD Project Indicators and Targets

SMART Review of PACD Project Indicators and Targets						
Outcomes and Indicators	Pilot Phase Project Target	Review			Evaluation Review Comments	
		S	M	A		R
Impact						
1. Number (#) and Percentage (%) of rural communities with improved access to basic socio-economic infrastructure and services by December 2021	73 communities in 18 Districts					<ul style="list-style-type: none"> • "basic socio-economic infrastructure" may include any <u>one</u> of project outputs (water, electricity, roads , livelihoods and sustainability support) • indicator based on total number of rural communities targeted
2. Number (#) and Percentage (%) of rural people with Improved access to basic socio-economic infrastructure and services by December 2021	269,770					<ul style="list-style-type: none"> • indicator utilizes same data as indicator # 1 • indicator based on rural population target
Outcome 1 – Improved Rural Access to Potable Water						
3. Number of boreholes constructed	19					<ul style="list-style-type: none"> • simple effective indicator
4. Proportion of households in the intervention areas having access to potable water	100%					<ul style="list-style-type: none"> • indicator is specific target is all HH in 44 communities
5. Waiting time to access water from the nearest water point	5 minutes					<ul style="list-style-type: none"> • target measures livelihood improvement for women
6. Level of satisfaction with access to potable water	100%					<ul style="list-style-type: none"> • assume indicator follows baseline study methodology
7. Time taken to travel to a potable water source	< 10 minutes					<ul style="list-style-type: none"> • target measures livelihood improvement for women
Outcome 2 – Improved Rural Access to Electricity						
8. Number of households with access to electricity	2,500 HH					<ul style="list-style-type: none"> • simple effective indicators
9. Number of operational SMEs that use electricity	125 SMEs					<ul style="list-style-type: none"> • indicator follows baseline study methodology
10. Number of megawatts transmitted and distributed	5MWs					<ul style="list-style-type: none"> • simple effective indicator
11. Number of projects for "Solar Pay as you Go" units placed in villages from the private sector that are funded	2					<ul style="list-style-type: none"> • simple effective indicator
Outcome 3 – Improved Rural Road Network						

SMART Review of PACD Project Indicators and Targets					
Outcomes and Indicators	Pilot Phase Project Target	Review			Evaluation Review Comments
		SMART			
12. Number of kilometres of rural roads constructed	30 km				• simple effective indicator
13. Number of communities directly connected to the primary/secondary road network	35 villages				• simple effective indicator
14. Perceived community benefit from the roads constructed	1295 HH				• perceived community benefit based on access to market opportunities and access to government services provided by roads constructed
Outcome 4 – Labour Saving Devices and Livestock					
15. Number and type of labour saving devices distribute and operational	20 devices				• simple effective indicator
16. Number of households using labour saving devices	28,000 HH				• simple effective indicator
17. Perceived community benefit from the labour saving devices (percentage)	100				• perceived community benefit is based on access to labour saving device
18. Number of dairy cows and goats provided to beneficiaries	100 Does 6 Bucks 100 Cows 6 Bulls				• simple effective indicator
19. Hectares of pastures developed	5 hectare				• simple effective indicator • target appears low based on number of animals provided
20. Number of technicians and beneficiaries trained on improved animal husbandry practices	115 beneficiaries 4 technicians				• simple effective indicator
21. Average daily milk production in litres by type of animal	20-25 litres per animal per day				• simple effective indicator
Outcome 5 – Sustainability of Services and Assets					
22. Local asset management plans and budgets are available in areas where PACD is implemented	All communities/villages where PACD is implemented has an Asset Management Plan 54				• simple effective indicator • the target is 54 based on the target number of communities or community clusters receiving assets (water supply 16, tractor, tractors 19, labour saving devices 19 = 54)
23. Amount of revenue generated from PACD assets (GMD)	Revenue generated cover the Asset Management Plan budget 6.4M GMD				• simple effective indicator

Rating: Highly Satisfactory (HS)

4 EVALUATION OF PROJECT RESULTS

Project results have been evaluated for each outcome given the unique nature of the activities and varied implementation mechanisms required for the completion of activities associated with each Outcome. The overall results presented in **Section 4.1** are based the analysis and assessments presented in **Sections 3** and **Section 4**.

4.1 Overall Results

UNDP's summary table for project evaluation (**Table 12**) has been used to provide overall results of the evaluation findings for PACD. Detailed evaluation supporting each of the ratings are provided in report **Sections 3** and **4**.

Table 12. Overall Results of Evaluation Findings

Monitoring and Evaluation	rating ⁺	Implementing Agency (IA) and Executing Agency (EA) Execution	rating ⁺
M&E design at entry	HS	Quality of UNDP Implementation	S
M&E plan Implementation	HS	Quality of Execution Executing Agencies (DSPD, DCD, WALIC, NAWEC, DWR)	S
Overall quality of M&E	HS	Overall quality of Implementation / Execution	S
Assessment of Outcomes	rating ⁺	Sustainability	rating ⁺
Relevance	R	Financial resources	ML
Effectiveness	MS	Socio-political	L
Efficiency	MS	Institutional framework and governance	ML
Overall Project Outcome Rating	MS	Environmental	L
		Overall likelihood of sustainability	ML

* HS highly satisfactory; S satisfactory; MS moderately satisfactory; U unsatisfactory HU highly unsatisfactory;

* R relevant; NR not relevant; *L likely; ML moderately likely; MU moderately unlikely; U unlikely.

The overall results of the project presented in **Table 12** are based on analysis provided in report **Sections 3** and **4**.

Table 13 provides an analysis of the achievement of PACD Pilot Phase targets for each indicator based on data reported in PACD Bi-annual Report January - June 2022 (UNDP August 2022), PACD Indicator Tracking Table (PACD Year 3, Quarter 2) and based on information gathered by the evaluator during stakeholder and beneficiary meetings and on observations in the field mission.

A summary of results for the 23 indicators is as follows:

- 8 indicators report high achievement or target exceeded (90% to 100+% of target)
- 6 indicators are partially achieved (10% to 90% of target)
- 6 indicators have not been achieved (< 10% of target)
- 3 indicators for Outcome 3 Rural Roads Infrastructure are not reported on as this outcome was not included in the PACD Pilot Phase

Table 13. Final Evaluation of PACD achievement of project targets

Outcomes and Indicators	Project Targets	Final Achievement	Final Evaluation Assessment
Impact			
1. Number (#) and Percentage (%) of rural communities with Improved access to basic socioeconomic infrastructure and services by December 2021	73 communities in 18 Districts	79 108%	<ul style="list-style-type: none"> • PACD has reached more communities • % based on indicator 1 (79/73*100)
2. Number (#) and Percentage (%) of rural people with Improved access to basic socioeconomic infrastructure and services by December 2021	269,770 100%	291,352 108%	
Outcome 1 – Improved Rural Access to Potable Water			
3. Number of boreholes constructed	19	16	<ul style="list-style-type: none"> • achieved 84% of target
4. Proportion of households in the intervention areas having access to potable water	100%	71%	<ul style="list-style-type: none"> • data reported assumes <u>all</u> HH have access to water in communities where boreholes established • % based on 31 communities with access to water with a target of 44 communities
5. Waiting time to access water from the nearest water point	5 minutes	<2 minutes	<ul style="list-style-type: none"> • target exceeded due to # water taps provided and high pressure of water
6. Level of satisfaction with access to potable water	100%	92%	<ul style="list-style-type: none"> • overall high level of satisfaction • seven villages reporting lower levels of satisfaction due to insufficiency of water supply systems
7. Time taken to travel to a potable water source	< 10 minutes	3 minutes	<ul style="list-style-type: none"> • target exceeded due to # water taps provided
Outcome 2 – Rural Electrification Program			
8. Number of households with access to electricity	25,000 HH	3,824 HH	<ul style="list-style-type: none"> • project has connected electricity to communities • some HH awaiting meter connections due to a problem integrating the bank payment system with the electricity company
9. Number of operational SMEs that use electricity	125 SMEs	96	<ul style="list-style-type: none"> • achieved 77% of target
10. Number of megawatts transmitted and distributed	5 MWs	2.03 MWs	<ul style="list-style-type: none"> • achieved 46% of target
11. Number of projects for “Solar Pay as you Go” units placed in villages from the private sector that are funded	2	0	<ul style="list-style-type: none"> • not included in PACD Pilot Phase
Outcome 3 – Rural Roads Infrastructure			
12. Number of kilometres of rural roads constructed	30 km	n/a	<ul style="list-style-type: none"> • funding was not provided for Outcome 3 during PACD Pilot Phase (see report Section 3.1 for an explanation)
13. Number of communities directly connected to the primary/secondary road network	35 villages	n/a	<ul style="list-style-type: none"> • see indicator # 12

Outcomes and Indicators	Project Targets	Final Achievement	Final Evaluation Assessment
14. Perceived community benefit from the roads constructed	TBD	n/a	• see indicator # 12
Outcome 4 – Food Security			
15. Number and type of labour saving devices distributed and operational	20 devices	19	<ul style="list-style-type: none"> includes 19 tractors 19 post-harvest labour saving devices not yet operational due to delay on the training of operators
16. Number of households using labour saving devices	28,000 HH	2,640	<ul style="list-style-type: none"> represents HH benefiting from tractors achievement will be much higher when training provided for post-harvest labour saving devices
17. Perceived community benefit from the labour saving devices (percentage)	100	9%	<ul style="list-style-type: none"> based on 2,640 HH with access to benefits from tractors
18. Number of dairy cows and goats provided to beneficiaries	100 Does 6 Bucks 100 Cows 6 Bulls	0	<ul style="list-style-type: none"> 10 goat does and 2 goat bucks have been received by WALIC for breeding WALIC has not received dairy cows community beneficiaries have not received dairy cows or goats
19. Hectares of pastures developed	5 hectares	5	<ul style="list-style-type: none"> pasture developed at WALIC only there remains a need for pasture development in target communities
20. Number of technicians and beneficiaries trained on improved animal husbandry practices	115 beneficiaries 4 technicians	0	<ul style="list-style-type: none"> due to delay of acquiring animals training has not started
21. Average daily milk production in litres by type of animal	TBD	0	<ul style="list-style-type: none"> no reporting on goats dairy cows have not yet arrived
Outcome 5 – Sustainability of Services and Assets			
22. Local asset management plans and budgets are available in areas where PACD is implemented	All communities/villages where PACD is implemented has an Asset Management Plan 54	54	<ul style="list-style-type: none"> the target is 54 based on the target number of communities or community clusters receiving assets (water supply 16, tractor, tractors 19, labour saving devices 19 = 54) during the evaluation community visits no asset management plans and budgets were observed
23. Amount of revenue generated from PACD assets (GMD)	Revenue generated cover the Asset Management Plan budget 6.4M GMD	3.694M Dalasi	<ul style="list-style-type: none"> revenue generated from tractors only additional revenue anticipated from post-harvest labour saving devices

4.2 Outcome 1: Improve rural access to potable water

4.2.1 Relevance

During the field mission five (5) communities were visited where a community water supply was installed. Previously each community relied upon open hand dug wells, some of which were utilized for both human consumption and for livestock. Women (who are traditionally responsible for securing HH water) spoke about the hard work involved in drawing water by hand from deep wells and the poor quality and lack of water during the dry season. Some women spoke gastrointestinal sicknesses, particularly among children, and skin diseases that occur during periods of water scarcity when water quality is very poor. These observations confirm the outcome to improve rural access to potable water is highly relevant to rural communities.

“When I wake in the night the worry about the hard work to fetch water in the morning will disturb my sleep”
(women community member)

Rating: Relevant (R)

4.2.2 Effectiveness

The PACD Pilot Phase has effectively installed 16 boreholes in 31 target communities. The boreholes are fitted with solar powered pumps that fill overhead tanks from which water is distributed to water points at select locations in the community. During the field mission communities expressed appreciation for new the water supply systems installed.

One community expressed concern regarding leakage observed from the underground water distribution pipes. UNDP has been notified of the situation and they are currently withholding payment to the contractor for the completion of work pending repair of the leaking pipes.

A second community expressed concern regarding the quality of water. High iron content in water is known to occur in some areas. Follow up monitoring of water quality by the contracting engineering firm has confirmed the presence of iron at levels that are acceptable for human consumption. Should ongoing monitoring determine a change in iron levels, beyond acceptable limits for human consumption the community will be notified to stop using the water. Based on a knowledge of local aquifers it is possible to replace the existing deep borehole with one or, if needed two, shallow boreholes to obtain water with lower iron levels in sufficient quantity for the community.



Figure 2. Water supply system provided by PACD

Rating: Highly Satisfactory (HS)

4.2.3 Efficiency

The drilling of 16 boreholes and installation of solar powered water supply systems for 31 communities was completed within the budget and timeframe outlined for the PACD Pilot Phase. The total cost of US \$ 1.4M translates to a cost of approximate US \$45,000 per community to provide safe and reliable water to community members throughout the year.

Rating: Highly Satisfactory (HS)

4.2.4 Sustainability

The DCD worked with VDCs to develop water supply management protocols. Communities visited had established gender balanced committees, a fee collection system, bylaws to regulate use of water points, security protection for the borehole and solar pumping system and mechanisms to repair standpipes where necessary or contact the DWR if problems are with the solar pumping system are observed.

The high value placed on the water supply system by community members and the water supply management protocols enforced will likely contribute to the sustainability of the water supply systems installed.

Rating: Likely (L)

4.3 Outcome 2: Rural Electrification Programme

4.3.1 Relevance

Electrification is currently unavailable to many rural communities, despite many rural communities being located adjacent to high voltage lines carrying electricity to urban centres. In PACD Pilot Phase ten communities were connected to electrical grid through the rural electrification programme. Once connected individual HH had the opportunity to put forward the money required for installation an electrical meter that would provide HH electricity. During the field mission the communities visited reported that when they were informed an electrical connection would be available, virtually every HH in the community put forward the money required to book the installation of an electrical meter connection.

The high demand expressed by community members and the willingness to pay for meter installation confirm the relevance of the rural electrification programme. Further, providing electricity to rural communities supports enhanced learning by children attending school and supports economic development of activities that rely on electricity.

Rating: Relevant (R)

4.3.2 Effectiveness

The PACD Pilot Phase effectively reached the target to provide access to electricity for 25,000 HH within the proposed budget and timeframe of the project.

Rating: Highly Satisfactory (HS)

4.3.3 Efficiency

At a total cost of PACD rural electrification was approximately US\$ 525,000. This is equivalent to a cost of approximately US\$ 21 per HH to provide access to what community members regard as essential to bring development to their communities.

Rating: Highly Satisfactory (HS)

4.3.4 Sustainability

The electrical grid in The Gambia is largely supplied by renewable hydro-electricity, a sustainable source. Discussion with NAWEC confirmed consideration is given to the increasing impact of climate change storms bringing more frequent and severe winds. To ensure sustainability NAWEC is using stronger poles that carry electrical lines and they regularly clear vegetation along electrical right-of-way's to prevent tree fall damage.

The willingness of HH to put forward the money required suggests ongoing financial sustainability to regularly pay for electrical usage. During the field mission complaints were raised regarding cumbersome payment method currently being used which requires consumers travel to major urban centres to buy tokens for their electricity. Locally accessible payment methods may evolve with the increase rural customers.

Rating: Likely (L)

4.4 Outcome 4a: Food Security – Post-harvest Processing Equipment

4.4.1 Relevance

The common agricultural crops planted such as, rice, cous-cous, sesame, and sorghum require post-harvest threshing and grinding before use. Traditionally this work is completed by hand and the work is the responsibility of women. During the field mission women described the work as labour intensive. In some case women reported grains were sent to neighbouring communities for grinding and that this was a security risk for children who are most often engaged in the task of travelling to and from the neighbouring community and there is a direct cost paid either in cash or kind, such as a portion of the grain being ground.

Through VCD and DCD communities cited having made requests for post-harvest processing equipment for many years. As such, PACD provision of this equipment is considered highly relevant.

Rating: Relevant (R)



Figure 3. Post-harvest labour saving devices provided by PACD Pilot Phase

4.4.2 Effectiveness

COVID-19 had an impact on global supply chains, which resulted in the late arrival of post-harvesting equipment procured by UNPD for distribution to communities by the AES. Equipment was distributed to communities late in 2021. During the evaluation field mission in October 2022 all communities visited indicated they had not yet received training on the use and maintenance of the equipment and had therefore not yet used the equipment. In addition, the proposed construction of secure housing for the equipment had not yet commenced.

Due to the fact the GoTG did not include a budget for PACD in 2022, no funding was available for the required follow up training and housing construction required for post-harvest equipment. During the field mission communities expressed frustration, as post-wet season crop harvest was underway.

To aid in the completion of training and housing construction UNDP is now using TRAC II funding to engage DCD and AES.

One community visited during the evaluation field mission (Ngange Wollof) was scheduled to receive a combined coos milling machine. When labour saving equipment was distributed, the machine intended for Ngange Wollof was given to a neighbouring community (Ngag). There are conflicting unproven stories as to why this occurred. One story being the village has a similar name which resulted in mis-delivery. The other story being there was political interference, whereby election votes for the community of Ngag were held ransom in exchange for the combined coos milling machine.

Rating: Moderately Satisfactory (MS)

4.4.3 Efficiency

The investment of US\$ 94,760 (see **Table 7**) to purchase, assemble and distribute post-harvest labour saving devices to 18 communities represents a cost of approximately US\$ 5,000/community. This is considered cost effective intervention given the large number of HHs in each community that will benefit and the potential for revenue generation.

Rating: Highly Satisfactory (HS)

4.4.4 Sustainability

In the communities visited the evaluation confirmed VDC have formed groups to oversee the use of post-harvest labour saving devices and their maintenance. VDC have determined a fee to be levied for the use of labour saving devices with money collected kept to cover the cost of regular maintenance. Proper housing and comprehensive training on the use and maintenance of labour saving devices has yet to be provided by PACD to communities, both of which are considered essential to ensure sustainability.

Rating: Moderately Likely (ML)

4.5 Outcome 4b: Food Security - Tractors

4.5.1 Relevance

The annual plowing fields to plant agricultural crops is traditionally completed by hand and with the aid of draught animals pulling a single plow. Increasingly communities are engaging the use of tractors to reduce the manual work required for field preparation and to expand the area under cultivation. Communities that do not have a tractor may rely on traditional methods or if the financial resources are available, they may hire a tractor for field preparation. Tractors also make an important contribution to transporting goods, such as sand for construction, wood for construction and fuel, or purchased construction materials within rural communities.

Given the high investment cost to purchase a tractor, plow and trailer, communities are unable to do so because they do not have the capital needed to make this investment. Nonetheless, the communities visited during the evaluation indicated VDC have prioritised acquisition of a tractor to CDC for many years knowing of the value to the community.

Rating: Relevant (R)

4.5.2 Effectiveness

COVID-19 had an impact on global supply chains, which resulted in difficulties in sourcing tractors, plows and trailers leading to the arrival and distribution of this equipment late in 2021. While an expanded training program was originally planned, to expedite delivery of tractors, prospective tractor operators identified by communities travelled to AES in Banjul for a short training. The operators met during the evaluation indicated they were familiar with tractor operation and did not require additional training.

All communities that received tractors identified a common problem that was immediately apparent, this being the disc harrow plow was too heavy for the tractor. Communities cited the tractor weight and horsepower is insufficient to effectively hitch and pull the disc harrow, the main implement used in field preparation. Communities reported the tractor will lift off from the ground when the disc harrow is attached and they reported the tractor can not pull the disc harrow well, particularly in the wetter soils where rice is grown.

Discussion with AES revealed the following two issues. One issue was the tractor originally specified by AES (a larger, higher horsepower model) for UNDP procurement, required funding that exceeded the available budget. As such, a more affordable, smaller tractor was purchased. The second issue was the source UNDP identified was unable to supply the tractor implements with the tractor, requiring these to be sourced separately. In addition, the disc harrow specified by AES (16-20 discs mounted offset) ended up being replaced by a different disc harrow (20 discs mounted trailed) that has a very heavy frame, making it an unsuitable match for the smaller tractors that had been procured.

During the field evaluation communities discussed potential options to modify the frame of the disc harrow to reduce the weight. AES also suggested modifying the frame may be a solution to resolve the problem, though AES is not actively pursuing disc harrow modifications on behalf of PACD communities. One of the communities visited utilized community funds to work with a local agricultural machine mechanic to successfully remove and replace the disc harrow frame (**Figure 4**).

Rating: Highly Satisfactory (HS)



Figure 4. Community disc harrow showing replacement of frame

4.5.3 Efficiency

COVID 19 disruption of global supply chains delayed procurement and contributed to the procurement of a disc harrow that is not well matched to the tractor. Nonetheless communities reported satisfaction in having received tractors and they report earnings generated from the hire of tractors, largely for use transporting goods with the trailer. Tractors and tractor implements were distributed to 19 communities at a cost of US\$ 498,522, a cost of US\$ 26,238 per community.

Communities noted the heavy disc harrow supplied with the tractor required the use of more diesel by the tractor, a significant part of the cost of running the tractor. The current bank balance from earnings from tractor hire ranged from 55,000 to 200,000 GMD (US\$ 900 to 3,200). This represents a significant earning over the approximately eight month period the communities have had the tractors, with a potential recovery of investment costs in eight years.

Rating: Satisfactory (S)

4.5.4 Sustainability

Tractors and their implements are much in demand in rural communities leading to their regular use over the entire year. Discussion with VDC members responsible for their maintenance showed a knowledge of the need to balance income generated by the tractor with the operation and maintenance requirements and costs for the tractor. While there was record keeping of use, income and outgoing costs, the quality of record keeping was generally poor. VDC would benefit from additional training in business management allowing them to manage tractor use, income and operating expenses.

In depth discussion on the maintenance schedule requirements for the tractor should limited understanding the requirements and a reliance on the local agricultural machine mechanic

engaged to maintain the tractor. It would have been preferable for the VDC to have a stronger understanding of maintenance requirements, as they manage the scheduling of and payment for maintenance. For example, the VDC was unfamiliar with the fact that the tractors have a clock that records hours of use, and that this is method specified in the manual for scheduling maintenance.

The environmental impact of introducing more tractors in rural areas has not been considered by PACD. The capacity to enlarge existing agricultural areas has the potential to further reduce the remaining natural areas in The Gambia. Some effort should be made to be understand landscape level changes that occur as more tractors are introduced in rural areas.

Rating: Moderately Likely (ML)

4.6 Outcome 4c: Food Security - Exotic Livestock Breeds for Milk Production

4.6.1 Relevance

The PACD Baseline Report (June 2020) survey asked if the milk available in the community was sufficient to meet community needs. Eighty-five percent of survey respondents from 52 communities reported sufficient milk was not available to meet community needs. The survey did ask respondents if the production of milk sufficient to meet community consumption needs was a priority for development. During the evaluation field mission FGD community members were asked to identify their priorities for development to inform future PACD projects; no community respondents identified milk production as a development priority.

Government stakeholders noted that in The Gambia there is a lack of knowledge about the potential food security and income generating benefits that can come from rearing exotic breeds for milk production. They also noted the PACD program in Senegal has successfully introduced exotic livestock breeds for milk production, and this was the reason for including this activity in The Gambia's PACD program, recognizing rural communities will not prioritize this activity until they see and better understand the potential benefits of exotic breeds.

During the evaluation field mission five communities selected to receive exotic breeds for milk production were visited. Four of the five communities visited demonstrated a weak understanding of raising exotic breeds for milk production and they were not currently actively engaged in milk production. One of the five communities was actively engaged in milk buying and the production and sale of yogurt. For the latter community the potential of receiving high milk producing exotic breeds was highly relevant. For the other communities the relevance of receiving high milk producing exotic breeds is questionable and is likely not a priority development need identified by the VDC.

While the benefits of introducing high milk producing exotic breeds can be justified based on a contribution to food security and potential income generation, this activity is not relevant in the context of community priorities for a program targeting accelerated community development.

Rating: Not Relevant (NR)

4.6.2 Effectiveness

The acquisition and distribution of exotic breeds has been significantly delayed. Twelve (12) exotic Saneen dairy goats (10 does and 2 bucks) have been acquired by WALIC, these are to be breed and multiplied at WALIC for distribution to communities. WALIC is expecting the delivery of 25 pregnant cows and 2 bulls for breeding. The current timeline for distributing cows to communities is as follows:

- Dec 2022 – cows arrive
- Mar 2023 – pregnant cows delivery calves
- July 2023 – bull used to impregnate cows
- Dec 2023 – potential distribution of cows to communities

The challenges acquiring exotic breeds and considerable investment of time required by WALIC has meant effective, accelerated distribution of benefits to communities has not occurred. With sufficient support to WALIC to establish regular breeding of exotic livestock there is potential for effective distribution of high milk producing exotic breeds. This has not however been achieved by the PACD Pilot Phase.

Rating: Unsatisfactory (U)

4.6.3 Efficiency

To date approximately US \$250,000 has been spent by the PACD Pilot Phase, with 12 dairy goats procured and 25 cows and 2 bulls to be delivered in December 2022. Delays have occurred as a result of awaiting confirmation from DSPD on proceeding with this outcome activity and as a result of COVID-19 restrictions. As yet there have been no community benefits despite a significant amount of spending. Determination of the potential long term benefits to food security and income generation can only be assessed when communities have received the exotic breeds and can report on the success in terms of milk production and income generation.

Rating: Highly Unsatisfactory (HU)

4.6.4 Sustainability

Unlike traditional model of husbandry of goats and cattle in The Gambia which is characterized by free grazing the management of exotic breeds for milk production is intensive, requiring significant, costly inputs such as fenced yards, high calorie/protein feed and higher water intake. It is unlikely rural communities would be able to sustain the inputs necessary without considerable training, ongoing financial and technical support and time for a rural community to achieve self-sustaining management of exotic breeds.

Rating: Unlikely (U)

4.7 Outcome 5: Sustainability of Services and Assets

4.7.1 Relevance

Strengthening local assets management and revenue generations initiatives is highly relevant to ensure the long-term sustainability of assets provided to communities by PACD. It is in the community interest to develop asset management plans to ensure assets are able to sustain the long-term benefits that communities have identified as highly relevant.

Rating: Relevant (R)

4.7.2 Effectiveness

The communities visited during the evaluation field mission reported the formation asset management committees generally as a sub-committee to the VDC or the VDC was the responsible body. For water supply systems rules or bylaws had been drawn up regarding security of the assets, use of water taps, and the regular collection of fees to support maintenance costs. For tractors and post-harvest labour saving devices no rules or bylaws were reported, there was however the identification of an operator(s) and the collection of fees for use of the machines to support operations and maintenance costs.

No formal asset management plans were presented. In addition, there was limited understanding and no calculation by management committees of the amount of revenue generation required for long term, sustainable management of the assets.

Rating: Moderately Satisfactory (MS)

4.7.3 Efficiency

The first round of training provided to communities has provided a good foundation for asset management. There is a need, however, for follow up training required to work with communities that are now responsible for assets to develop a more comprehensive and sustainable asset management plan.

Rating: Moderately Satisfactory (MS)

4.7.4 Sustainability

Sustainability of assets is a challenge in most development projects and it is commendable that PACD includes an outcome to address this need through the development of asset management plans that identify operation and management needs, including adequate revenue generation. Appropriate training will develop community capacity for asset management (not only of PACD assets) and ensure the sustainability of the services provided by the PACD assets.

The level of training needed for sustainable asset management by communities has not yet been provided by PACD.

Rating: Moderately Likely (ML)

4.8 Impact

The PACD Pilot Phase has demonstrated that accelerated development can make a significant impact in a relatively short period of time over a wide area. The PACD Pilot Phase has completed rural community development throughout The Gambia, reaching 73 communities in five regions of the country. The target outcomes for the PACD Pilot Phase include water supply systems for 100 HH, access to electricity for 25,000 HH; and labour saving devices for 12,500 HH.

In addition, PACD has made important contributions to the achievement of many of the GoTG's Sustainable Development Goals (SDG).

As stated in the ProDoc, "*the ultimate goal of PACD is to significantly transform the lives of rural populations and reduce inequalities between rural and urban*", communities by supporting the following SDGs:

- SDG 1** Eliminating poverty in all its forms and everywhere;
- SDG 2** Eliminating hunger, food security, improving nutrition and sustainable agriculture;
- SDG 3** Giving people the means to live a healthy lifestyle and promote the welfare of all for all ages;
- SDG 5** Ensuring the priority needs of women and girls are addressed; and
- SDG 10** Reducing inequalities between countries and within them.

PACD outcomes provide the development foundation necessary to directly and indirectly achieve many of SDGs as shown in **Table 14**.

Table 14. Contribution of PACD project Outcomes to SDGs

Sustainable Development Goals	Contribution of PACD Outcomes
SDG 4 Quality education	Outcome 1 provides accessible, clean water reducing the workload on children allowing them to spend more time on education Outcome 2 provides electricity to enhance educational studies in homes at night
SDG 6 Clean water and sanitation	Outcome 1 provides accessible, clean water for HH use and sanitation
SDG 7 Affordable and clean energy	Outcome 2 provides clean, sustainable hydro-electricity to rural HH
SDG 8 Decent work and economic growth	Outcome 2 provides electricity to rural HH supporting small and medium size enterprises (SME) Outcome 4 provides agricultural tools that contribute to economic growth
SDG 9 Industry, innovation and infrastructure	Outcome 5 includes use of innovation GIS asset tracking to enhance rural sustainability
SDG 15 Life on land	Outcome 5 included a tree planting campaign to restore degraded ecosystems

4.9 Cross-Cutting Themes

Gender and Social Inclusion as a Cross-Cutting Theme

PACD has a strong gender equality and social inclusion approach. The overall intent of PACD is reach rural communities that are underserved by development and two of the five outcomes (Outcome 1 Improve access to potable water and Outcome 4 Food Security) target the needs of women and girls. In addition, the formation of village committees to manage assets associated with Outcomes 1 and 2 took into consideration the formation of gender balanced committees.

Observations made during the field evaluation confirmed the high value women place on improved access to potable water, with women citing the challenges faced securing water, particularly during the dry season. Women also confirmed the value of post-harvest labour saving devices, citing the hard work of threshing and pounding as well as concerns regarding children who are sent to neighboring communities with grain for processing.

For the communities visited the evaluation confirmed management committees had considered gender balance, however, all committee chairpersons were men. There is an opportunity to suggest opportunities for women to also be included in the role of chairperson. One potential suggestion is to establish a rotating chair both women and man.

The PACD Pilot Phase did not make an expressed effort to consider the inclusion of Persons with Disability (PWD). Greater effort to include PWD can help to overcome their social exclusion and when included in development programs can demonstrate PWD have the capacity to be contributing members of the community. This empowers PWD and helps to change social norms.

Climate Change as a Cross- Cutting Theme

Rural communities are, in large measure, reliant on agricultural to meet their livelihood needs, including food security and income generation. Climate change is undermining agricultural production systems that are the foundation of rural communities. In addition, rural communities depend on local water resources to meet their HH needs, including water for drinking, cooking, washing and for their animals. A changing climate can seriously reduce the availability of water to meet the needs of rural communities.

Outcome 1 – Improved access to potable water, has a direct link to enhancing the resilience of rural communities impacted by climate change. Outcome 2 – Rural electrification, can enhance the resilience of rural communities by providing greater opportunity for SMEs and the alternative sources of income they provide to sustain HH. Outcome 4 Food security – includes labour saving devices that enhance agricultural production, contributing to greater community resilience.

5 CONCLUSIONS, RECOMMENDATIONS & LESSONS LEARNED

5.1 Conclusions

The PACD Pilot Phase has successfully demonstrated an effective model for accelerated community development that targets the priorities of rural communities. PACD also demonstrates a commitment of the GoTG to rural development, with the establishment of national budget line that targets the development priorities of rural communities. Funding was committed for 2020 and 2021. Following a change in government PACD did not receive funding for 2022, despite the need to complete activities for some project Outcomes, particularly training needed for communities to be able to effectively benefit from and sustain the project.

The DIM and NEX implementation model proved challenging and effective. Challenging due to a lack of familiarity with UNDP financial management policies and procedures which frustrated government implementing partners (see report **Section 3.3.2**), an issue that should be resolved in any future PACD project. Effective because with goods and services procured by UNDP, government implementing partners DCD, DWR, NAWEC, AES and WALIC were able to oversee and participate in the successful completion of project activities.

The priorities of rural communities continue to be those targeted by PACD, including access to potable water, enhanced food security through access to tractors and post-harvest labour-saving devices, rural electrification and improvement of rural roads. In addition to these priorities, communities also identified priorities for improved rural health care centres, improved rural education facilities, and the introduction of dry season irrigated market gardening. The introduction of exotic breeds for milk production was not identified as a priority and as discussed in **Section 4.6**, this activity is better suited to a stand alone project with WALIC and it is not recommended for inclusion in any future PACD.

5.2 Recommendations

The recommendations in **Table 15** are provided to contribute to the sustainable completion of all PACD Pilot Phase outcome activities. **Section 5.3** provides recommendations for future PACD project work based on lessons learned.

Table 15. PACD recommended actions to contribute to sustainable completion of PACD Pilot Phase project activities.

Recommendation	Responsible Party(ies)	Timeline
1. Review the distribution of all post-harvest labour saving devices to identify the initially selected and engaged communities that did not receive their labour saving devices as intended. Immediately purchase and distribute the labour saving devices promised to communities, such as Ngange Wollof, that were missed.	UNDP DSPD DES	Immediately
2. Immediately inform communities targeted to receive exotic breeds of livestock of the anticipated timeline for the distribution of animals.	UNDP DSPD WALIC	Immediately

Recommendation	Responsible Party(ies)	Timeline
3. Given the substantial amount of the PACD Pilot Phase budget allocated under Outcome 5 for GIS activities, US \$309,392 (see Table 7) an indicator should be identified to measure progress and success.	UNDP DSPD	immediately
4. Work with NAWEC to provide HH meters for electrical connection	DSPD NAWEC	immediately
5. Continue to work with communities that were targeted under PACD Pilot Phase to receive exotic breeds of livestock. There is a need for community engagement in training to strengthen the capacity of target groups who intended to be responsible for livestock husbandry. This includes establishing their roles and responsibilities, the identification and refurbishment of suitable facilities to house livestock, the management of animal feed, water and well-being, methods in milk storage, milk processing and marketing.	WALIC	Over a period of six months to one year prior to distribution of exotic breeds
6. UNDP and WALIC should explore opportunities to develop a project proposal and seek funding for an “exotic breed milk production project” that would conduct further research on appropriate models of raising exotic breeds, develop marketing strategies for milk and other value added products such as yogurt, and provide the capacity development and ongoing support necessary for rural communities to engage in and benefit from the sustainable management high milk producing exotic breeds.	UNDP WALIC	Over a period of six months to one year
7. Follow up training of VDC managing assets, i.e. water supply systems, post-harvest labour saving devices, tractors and exotic breeds is needed and will provide more effective, efficient and sustainable management of these assets.	DCD AES WALIC	Over a period of six months to one year
8. Further support is required to develop fully functional GIS for asset sustainability. There remains a need to identify and train a suitable long term government partner that has the capacity (technical skills, computers with GIS annual license, communication with local government counterparts) to manage, maintain and implement on operational GIS.	UNDP DSPD	Over a period of six months to one year
9. Given the substantial amount of the PACD Pilot Phase budget allocated under Outcome 5 for GIS activities, US \$309,392 (see Table 7) an indicator should be identified to measure progress and success.	UNDP DSPD	immediately

5.3 Lessons Learned

The following lessons learned are provided to inform development and implementation of a full PACD project in The Gambia.

1. Where possible, the timing of the distribution of PACD project benefits to communities, such as tractors and labour-saving devices should carefully consider the seasonal growing and harvesting cycle and large-scale events occurring in The Gambia, such as national elections. For example, as the primary purpose for the distribution of tractors is to assist in field preparation for crops, distribution and training should occur well in advance of the rainy season. Similarly, post-harvest labour-saving devices should be distributed and training provided at a time that will allow communities to benefit most. Unfortunately, global supply chain disruption as a result of the COVID-19 Pandemic delayed the timely delivery of equipment. The distribution of PACD project benefits to communities should avoid the period immediately prior to elections to avoid political interference and potential conflicts.
2. The engagement of AES and representatives of beneficiary communities in the selection of agricultural equipment, tractors, plows, post-harvest labour saving devices, etc. is important to ensure the best possible investment in locally appropriate tools. In addition, AES noted that there are manufacturers of agricultural equipment, such as the threshers and milling machines, etc. in West Africa and they would recommend purchasing from these more local sources.
3. The introduction of high milk producing exotic breeds is not well suited to the “accelerated community development” model that characterizes PACD. The introduction of exotic breeds would have a greater chance of success through a well funded project working with WALIC to conduct further research on appropriate models of raising exotic breeds, developing and marketing milk and other value added products such as yogurt, and provision of capacity development and ongoing support to rural communities engaged to sustainably manage and benefit from exotic breeds. In summary, the introduction of exotic high milk producing livestock is a high risk PACD outcome activity due to the specialized, technical and intensive nature of the associated implementation activities and the time required to achieve sustainable implementation. A stand alone long term project with secure, multi-year financial support is needed for a successful and sustainable outcome. This outcome activity is not recommended for inclusion in any future PACD.
4. Implementing partners expressed a high level of dissatisfaction and frustration with UNDP procurement policies and procedures. Training to overcome the challenges faced by implementing partners is needed if an ongoing PACD project continues to follow a DIM.
5. The implementation HACT for implementing partners can provide an effective means of disbursements for institutions rated low and moderate through micro assessments. It is important therefore to conduct micro assessments for implementing partners to determine risk ratings. Where a high risk rating is determined, PACD should provide capacity development to improve financial management to permit HACT. This may require ongoing training when staff turnover is high.
6. PACD should once again start by working with DCD and their network of Community Development Officers (CDO) and Assistants and Ward Development Committees

(WDC), to support a bottom-up approach to development. CDOs and WDCs ensure the identification and prioritisation of the needs of rural communities formulated by Village Development Committees (VDC) leading to the implementation of activities that are highly relevant to communities ensuring their ownership and sustainability.

Annex 1: Evaluation Terms of Reference

TERM OF REFERENCE (ToR)

FOR THE RECRUITMENT OF INDIVIDUAL CONSULTANT (IC)

GENERAL INFORMATION

Services/Work Description:	Evaluation of the Pilot Phase of the PACD
Project/Program Title:	Programme for Accelerated Community Development
Post Title:	International Consultant
Consultant Level:	Level B (Specialist)
Duty Station:	UNDP Gambia Country Office
Expected Places of Travel:	in-country travel across WCR, NBR, LRR, CRR, URR
Duration:	35 working days
Expected Start Date:	Immediately after Concluding Contract Agreement
Deadline for submission of offer:	23 May 2022 to bids.gm@undp.org

I. BACKGROUND / PROJECT DESCRIPTION

The Programme for Accelerated Community Development (PACD) model provides a vehicle for a multisectoral approach to addressing poverty and inequality at the community level and will help the government to respond to social demands through a partnership with development partners to ensure accelerated, multi-pronged, participatory, and accountable delivery of services particularly to far-to-reach populations.

The programme will be a critical response to the government's strive for inclusive development, greater equity, and social justice in line with the aims and aspirations of the National Development Plan and Sustainable Development Goals (SDGs). It focuses on 4 key sectors; water, electricity, rural roads, and women's economic empowerment which has two sub-components; labor-saving devices and exotic livestock breeds.

The strategy for the project is to identify and target beneficiaries based on their needs identified by them. Such needs are identified in several ways:

- i. Community needs
- ii. Regional needs identified in the strategic plans of Local Governments (LGA)
- iii. Sector-specific needs to be identified by technical ministries and agencies of government

All these different needs identified with different objectives in mind need to be collated and harmonized regularly (annually) and used as a basis for community outreach and engagement to identify and prioritize the most urgent needs as a basis for the PACD annual programme.

The PACD is also in line with the National Development Plan NDP (2017-2021), the SDG's and the UNDAF outcome 1, PACD served as a critical response to the government's quest to realize its inclusive development agenda, promotion of greater equity and social justice in improving living conditions and eradicating poverty.

The Pilot phase of the project which spanned from December 2019 to December 2021 has reached out to 89 communities and provided them with access to basic socio-economic services including access to water, electricity, labor-saving devices, and the introduction of exotic livestock breeds, and mechanism. To this end, the project wants to conduct a comprehensive impact assessment study as an evaluation to measure the extent to which the project attains its outcomes, and impact; contributes to the aspirations of the National Development Plan (NDP) and UNDAF Goals.

II. SCOPE OF THE WORK

A. Purpose:

PACD pilot phase ran from 2019 to 2021 and even though the project was granted an extension period from January to December 2022 to tie up loose ends of the Pilot Phase, coincidentally this extended phase also coincided with the final implementation year of both the National Development Plan and the UNDP's Country Programme Document (CPD) both of which were extended to the end of 2022. This warrants the capturing of success stories of PACD Phase 1 to showcase achievements for further funding for Phase II and the demonstration of the ability of the model to bring in quick transformation and development for hard-to-reach communities in rural Gambia.

This Impact Assessment would be carried out within the overall provisions contained in the UNDP Evaluation Policy and line with the Evaluation Plan of UNDP The Gambia. PACD is commissioning this Impact Assessment to capture evaluative evidence of the relevance, effectiveness, efficiency, impact, national ownership, lessons learned, challenges, and sustainability of the current project, and recommend changes that would be used to strengthen the existing project (bridging phase) and set the stage for the preparation of PACD II. This Impact assessment serves as an important accountability function, providing national stakeholders and partners in The Gambia with an impartial assessment of the results of PACD support.

This Impact Assessment covers the period 2019-2021 of the PACD implementation. It would be conducted in May 2022, given enhancing programs while providing strategic direction and inputs to the revision needed.

A further focus of the Impact Assessment will be on the extent to which monitoring and risk management were undertaken throughout the period and whether the M&E system was adequate to capture significant developments and inform responsive management. The Impact Assessment will assess how Lessons Learned are being captured and operationalized throughout the period under investigation

The Consultant will assess PACD's overall intervention logic, including an assessment of the appropriateness of the objectives, planned outputs, activities, and inputs as compared to cost-effective alternatives. The Consultant is to verify, analyze, and assess, where relevant, the integration and impact of a cross-cutting issue in the PACD Model notably gender mainstreaming, equity considerations, access to resources, etc. The evaluation will follow the policy procedure and structure as per the United Nations Evaluation Group (UNEG) guidelines³ for evaluations:

PACD evaluation sample questions

Relevance

- To what extent is the PACD aligned with the National Development Plan (NDP) and the SDGs, and should adjustments for future PACD implementation be considered for this alignment?
- How well does the design of the PACD address the needs of hard-to-reach communities in the country?
- To what extent is the PACD responsive to the changing environment in the country at national and sub-national levels and how should it adapt to these changes?
- Has PACD been influential in national debates on Sustainable Development? Has it contributed to national priorities?
- To what extent is PACD 's engagements a reflection of key strategic considerations, in the development context of The Gambia about its comparative advantage vis-a-vis other partners?
- To what extent has PACD 's selected method of delivery appropriate to the development context?

Effectiveness

- To what extent is the current PACD on track to achieve planned results (intended and unintended, positive, or negative)?
- How were the United Nations programming principles mainstreamed in the design, implementation and monitoring, and evaluation of the PACD?
- What are the main contributions to the development for which PACD is recognized in the Country?
- Is the PACD set to accomplish its intended outcomes?
- What are the unexpected outcomes or consequences it yielded or likely to yield? What are their

³ <http://www.uneval.org/document/detail/1914>

implications?

- To what extent has PACD been effective in supporting local initiatives for the NDP, SDGs, Strategic Vision 2030, and UNDAF fulfillment?
- Has PACD been effective in advocating best practices and desired goals?
- What evidence is there that PACD support has contributed towards an improvement in a national government capacity, including institutional strengthening?
- Is PACD perceived by stakeholders as a strong advocate for improving Sustainable Development in The Gambia?
- How effective has PACD been in partnering with the government, development partners, civil society, and private sector in Sustainable Development in The Gambia
- Has PACD utilized innovative techniques and best practices in its programming

Efficiency

- To what extent have the PACD outputs been efficient and cost-effective?
- Has there been an economical use of resources? What could be done to ensure more efficient use of resources in the country context? What are the main administrative constraints/ strengths?
- Are the monitoring and evaluation systems that PACD has in place helping to ensure that project is managed efficiently and effectively?
- Has PACD been efficient in building synergies and leveraging with other programmes and stakeholders in The Gambia?

Sustainability

- What is the likelihood that the National Development Plan & Sustainable Development's Goal which PACD has supported are sustainable?
- What mechanisms have been put in place by PACD for partnerships with national institutions, CSOs, UN Agencies, the private sector, and other development partners to promote long-term sustainability and durability of results?
- What mechanisms, procedures, and policies have been put in place to ensure the sustainability of gender equality and empowerment of women?
- To what extent have partners committed to providing continuing support (financial, staff, aspirational, etc.)?

Partnership and Coordination

- In the context of the United Nations Common Country Strategic Framework (UNCCSF) delivery the evaluation will assess the effectiveness and appropriateness of the collaborations and partnerships that were established to deliver support to the PACD and ultimately the UNCCSF. This includes an assessment of the partnerships with key line ministries, as well as with international Development Partners, Non-Governmental Organizations. The Impact Assessment should conclude the extent to which the PACD was effective in coordinating with the support offered by all partners. It will also evaluate what risks were taken with regards to partnership management and how these were managed.

Evaluation of cross-cutting issues sample questions

The Impact Assessment questions should include an assessment of the extent to which the PACD design, implementation, and monitoring have considered the following cross-cutting issues:

Gender Equality and Youth Participation

- To what extent has gender been addressed in the design, implementation, monitoring, and reporting? Is gender marker data assigned to projects representative of reality (focus should be placed on gender markers 2 and 3)?
- To what extent has PACD supported promoting positive changes in gender equality and Youth Participation? Are there any unintended effects?

Based on the above analysis, the Consultant is expected to provide overarching conclusions on achievement, thus far, of the PACD 2019-2021, as well as identify key development priorities which shall inform the change of focus of some PACD Outcomes. The assessment is additionally expected to offer wider lessons for PACD support in The Gambia.

Guiding evaluation questions outlined in this ToR should be further refined by the Consultant and agreed upon with PACD Team and UNDP Management.

B. Proposed Methodology

Overall guidance on evaluation methodology can be found in the UNDP Handbook on Monitoring and Evaluating for Results and the UNDP Guidelines for Outcome Evaluators. This Impact Assessment will be carried out by an Independent Consultant and will engage a wide array of partners, stakeholders, and beneficiaries.

The Consultant is expected to take a "Theory of Change" (TOC) approach to determining causal links between the interventions that PACD has supported and observed progress by developing a logical model of how PACD interventions are expected to lead to improved livelihoods transformation for the poorest. Evidence obtained is used to assess the results of PACD support and should be triangulated from a variety of sources, including verifiable data on indicator achievement, existing reports, evaluations, technical papers, stakeholder interviews, focus groups, surveys, and site visits. The following steps in data collection are anticipated:

Desk Review

A desk review should be carried out of the key strategies and documents underpinning the work of PACD. This includes reviewing the UNDAF, National Development Plan, Country Programme Document (CPD), and related pertinent country program documents such as Annual Work Plans (AWPSs, progress reports, monitoring and evaluation documents, etc., to be provided by the PACD Project Office. The Consultant is expected to review pertinent strategies, national plans, and reports developed by The Gambia that are relevant to PACD's support.

Field Data Collection

Following the desk review, the evaluator will build on the documented evidence through an agreed set of field and interview methodologies, including:

- Interviews with key partners and stakeholders
- Field visits to project sites and partner institutions
- Survey questionnaires where appropriate
- Participatory observation, focus groups, and rapid appraisal techniques when needed

Methodological approaches may include some or all the following:

- Employment of a combination of both qualitative and quantitative evaluation methods and instruments.
- Document review of all relevant documentation. This would include a review of inter alia
 - a. Project document (contribution agreement).
 - b. Results framework.
 - c. Programme and project quality assurance reports.
 - d. Annual Work Plans and Budgets.
 - e. Results-oriented monitoring reports.
- Semi-structured interviews with key stakeholders including key government counterparts, donor community members, representatives of key civil society organizations, and implementing partners:
 - a. Development of evaluation questions around relevance, effectiveness, efficiency, and sustainability and designed for different stakeholders to be interviewed. This shall be based on the suggested questions mentioned above and any other relevant suggestions from the evaluators that will be discussed with the PACD team.
 - b. Key informant and focus group discussions with beneficiaries including men, women, and stakeholders.
 - c. All interviews should be undertaken in full confidence and anonymity. The final report should not assign specific comments to individuals.
- Surveys and questionnaires including participants and/or surveys and questionnaires involving other stakeholders at strategic and programmatic levels.
- Field visits and on-site validation of key tangible outputs and interventions.
- The Consultant is expected to follow a participatory and consultative approach that ensures close

engagement with the project, partners, and direct beneficiaries.

- Other methods such as outcome mapping, observational visits, group discussions, etc.
- Data review and analysis of monitoring and other data sources and methods.
 - a. Ensure maximum validity, and reliability of data (quality) and promote use; the Consultant will ensure triangulation of the various data sources.

The final methodological approach including the interview scheduling, field visits, and data to be used in the Impact Assessment should be clearly outlined in the inception report and be fully discussed and agreed upon between PACD Team, stakeholders, and UNDP Senior Management.

III. EXPECTED OUTPUTS AND DELIVERABLES

The Consultant will proceed through the following phases. The deliverables for each phase are as follows.

- a) Impact Assessment Inception Report (10-15 pages maximum):** Following the desk review and before the drafting of the inception report, preliminary discussions with the PACD team should be initiated after the desk review. The discussions will focus on the survey tools, and methods to be used for the evaluation before the assessment starts. The inception report should include a matrix presenting the questions, data sources, data collection, analysis tools and methods to be used. The inception report should detail the specific timing for activities, and deliverables, and propose specific project visits and stakeholders to be interviewed. The inception report will be discussed and agreed upon with the PACD team before the Consultant proceeds with meetings.

The Consultant will also propose a rating scale so that Performance rating will be carried out for the four evaluation criteria: relevance, effectiveness, efficiency, impact, and sustainability

- b) Data Collection:** The Consultant would conduct field data collection with the relevant stakeholders, CSOs, partners, and beneficiaries, and report on any setback during the process. All data sets have been submitted to the UNDP.
- c) Impact Assessment Debriefings:** Immediately following the assignment completion, the Consultant would conduct a preliminary debriefing on the findings.
- d) Draft Report (within an agreed length):** PACD and key stakeholders would review the draft report and provide an incorporated set of comments to the Consultant within an agreed period, addressing the content required (as agreed in the ToR and inception report) and quality criteria as outlined in these guidelines. The draft report will be shared with stakeholders and presented in a validation workshop, that UNDP will organize.
- e) Evaluation Report Audit Trail:** Comments and changes by the Consultant in response to the draft report should be retained by the Consultant to show how they have addressed comments.
- f) Final Evaluation Report:** Feedback received from sessions should be considered when preparing the final report.

The suggested table of contents of the report is as follows:

- I. Title
- II. Table of Contents
- III. List of Acronyms and Abbreviations
- IV. Executive Summary
- V. Introduction
- VI. Description of the interventions
- VII. Impact Assessment Scope and Objectives
- VIII. Impact Assessment Approach and Methods
- IX. Data Analysis
- X. Findings and Conclusions

- XI. Recommendations and Way Forward
- XII. Lessons Learned
- XIII. Annexes

Below is a summary of the table of deliverables

No.	Deliverables / Outputs	Estimated Duration to Complete	Review and Approvals Required
1	Impact Assessment Inception Report	5 Working days	UNDP Programme officer
2	Data Collection	21 Working days	UNDP Programme officer
3	Impact Assessment Debriefings	1 Working Day	UNDP Programme officer
4	Draft Report including all data sets in excel	5 Working days	UNDP Programme officer
5	Final Evaluation Report including all data sets in excel	3 Working days	UNDP Programme officer

IV. INSTITUTIONAL ARRANGEMENT / REPORTING RELATIONSHIPS

- a. UNDP, through the Personnel on the PACD under the Poverty and Inclusive Growth cluster, will manage and oversee the evaluation process. The consultant will report to UNDP and DSPD.

V. LOGISTICS AND ADMINISTRATIVE SUPPORT TO PROSPECT IC

- a. Consultant should provide his/her own **Office Space; Equipment; Local transport service; Arrangement of the workshop(s).**
- b. PACD coordination Unit will oversee organizing the workshop and offer both administrative and logistics supports

VI. DURATION OF THE WORK

- a. The duration of the consultancy is **35 working days.**

QUALIFICATIONS OF THE SUCCESSFUL INDIVIDUAL CONTRACTOR (IC)

a. Academic Qualifications:

- Master's degree in statistics, project/programme management, monitoring, evaluation, research, and data science

b. Years of experience:

- At least 10 years experience in conducting evaluations work or research.
- Extensive knowledge of results-based management evaluation, as well as participatory M&E methodologies and approaches.
- Experience in applying SMART indicators and reconstructing or validating baseline scenarios.
- Demonstrate previous experience in developing and evaluating M & E systems for development programmes nationally or internationally. Technical expertise in setting up database systems and dashboards will also be a requirement.
- Extensive professional experience in development, including poverty reduction, gender equality, and economic management.
- Knowledge on mainstreaming Gender in projects and programmes; and,
- Evidence of similar evaluations conducted. Previous experience in evaluations; UN System work will be an advantage.
- Work experience in the region is an asset

c. Competencies:

- Statistical knowledge and experience especially in the development of databases
- Data visualization skills
- Knowledge of statistical data processing packages; SPSS, SAS, etc.

d. Language and other skills:

- Excellent knowledge of English, including the ability to set out a coherent argument in presentations and group interactions.
- Capacity to communicate fluently with different stakeholders (civil society, government authorities, local communities, project staff); and
- Computer skills: full command of Microsoft applications (word, excel, PowerPoint) and common internet applications will be required.
- Strong writing, reporting, and communication

e. Compliance with the UN Core Values:

- Demonstrates integrity by modeling the UN's values and ethical standards
- Fulfils all obligations to gender sensitivity and zero tolerance for sexual harassment.

Important Note:

The Consultant is required to have the following professional and technical qualifications. **Only the applicants who hold these qualifications** will be shortlisted and contacted.

VII Evaluation ethics

This Impact Assessment will be conducted by the principles outlined in the UNEG 'Ethical Guidelines for Evaluation'. The consultant must safeguard the rights and confidentiality of information providers, interviewees, and stakeholders through measures to ensure compliance with legal and other relevant codes governing the collection of data and reporting on data. The consultant must also ensure the security of collected information before and after the evaluation and protocols to ensure anonymity and confidentiality of sources of information where that is expected. The information knowledge and data gathered in the process must also be solely used for the study and not for other uses with the express authorization of UNDP and partners.

In particular, the Consultant must be free and clear of perceived conflicts of interest. To this end, interested consultancy firms or consultants will not be considered if they were directly and substantively involved, as an employee or consultant, in the formulation of UNDP strategies and programming relating to the PACD Project being assessed. A code of conduct and an agreement form to be signed by the Consultant.

Criteria	Weight	Max. Point
Technical Competence (based on CV, Proposal, and interview (if required))	70%	100
■ criteria a. Understanding the Scope of Work (SoW); comprehensiveness of the methodology/approach; and organization & completeness of the proposal		50
■ criteria b. Technical competence		25
■ Criteria c. Relevant Experience		25
Financial (Lower Offer/Offer*100)	30%	30
Total Score	Technical Score * 70% + Financial Score * 30%	

VIII. CRITERIA FOR SELECTING THE BEST OFFER

Upon the advertisement of the Procurement Notice, a qualified Individual Consultant is expected to submit both the Technical and Financial Proposals. The Technical Proposal must contain samples of previous works, proposed methodology, and work plan. Accordingly, Individual Consultants will be evaluated based on Cumulative Analysis as per the following scenario:

- Responsive/compliant/acceptable, and
- Having received the highest score out of a pre-determined set of weighted technical and financial criteria specific to the solicitation. In this regard, the respective weight of the proposals is:
 - a. Technical Criteria weight is **70%**
 - b. Financial Criteria weight is **30%**

IX. PAYMENT MILESTONES AND AUTHORITY

The qualified consultant shall receive his/her service fees upon certification of the completed tasks satisfactorily, as per the following payment schedule:

Installment of Payment/ Period	Deliverables or Documents to be Delivered	Approval should be obtained	Percentage of Payment
1 st Installment	Deliverable 1- Mobilization: Upon submission of the Inception report	RR	10%
2 nd Installment	Deliverable 2- Submission of the draft report	RR	60%
3 rd Installment	Deliverable 3- Submission and approval of the final report	RR	30%

XI. CONFIDENTIALITY AND PROPRIETARY INTERESTS

■ The Individual Consultant shall not either during the term or after the termination of the assignment, disclose any proprietary or confidential information related to the consultancy service without prior written consent. Proprietary interests in all materials and documents prepared by the consultants under the assignment shall become and remain properties of UNDP.

XII. ANNEXES TO THE TOR

- PACD Project document
- PACD Feasibility study

Annex 2: Evaluation Matrix

The following table (**Table 2-1**) shows evaluation categories and questions as provided in the ToR and identifies indicators, data sources and the proposed methodology to obtain information to be assessed.

Table 2-1. Evaluation Matrix showing evaluation questions and review criteria provided in TOR

Evaluation Category and Questions from ToR	Indicators	Data Sources	Methodology
RELEVANCE			
1. To what extent is the PACD aligned with the National Development Plan (NDP) and the SDGs, and should adjustments for future PACD implementation be considered for this alignment?	<ul style="list-style-type: none"> PACD project activities aligned with NDP and contributing to achievement of SDGs 	<ul style="list-style-type: none"> PACD ProDoc The Gambia NDP The Gambia SDGs PMU & government partners 	<ul style="list-style-type: none"> Document Review KII
2. How well does the design of the PACD address the needs of hard-to-reach communities in the country?	<ul style="list-style-type: none"> Inclusion of hard-to-reach communities in PACD project 	<ul style="list-style-type: none"> PACD ProDoc PACD Annual Plans PACD Progress Reports Field mission site visits 	<ul style="list-style-type: none"> Document Review KII GD with beneficiaries
3. To what extent is the PACD responsive to the changing environment in the country at national and sub-national levels and how should it adapt to these changes?	<ul style="list-style-type: none"> Adaptation of PACD project activities to meet changing conditions in The Gambia 	<ul style="list-style-type: none"> PACD Annual Plan PACD Progress Reports LPAC meeting minutes PMU and government partners LPAC members Field mission site visits 	<ul style="list-style-type: none"> Document Review KII GD with beneficiaries
4. Has PACD been influential in national debates on Sustainable Development? Has it contributed to national priorities?	<ul style="list-style-type: none"> Prioritization of PACD activities in government development planning Alignment of PACD activities with NDP 	<ul style="list-style-type: none"> PACD Progress Reports LPAC meeting minutes PMU and government partners 	<ul style="list-style-type: none"> Document review KII
5. To what extent is PACD 's engagements a reflection of key strategic considerations, in the development context of The Gambia about its comparative advantage vis-a-vis other partners?	<ul style="list-style-type: none"> PACD achievement of activities contributing to NDP and SDGs Effective, efficient and sustainable implementation PACD activities 	<ul style="list-style-type: none"> PACD Indicator Monitoring Reports PMU and government partners LPAC members Donor community Field mission site visits 	<ul style="list-style-type: none"> Document Review KII GD with beneficiaries

Table 2-1. Evaluation Matrix showing evaluation questions and review criteria provided in TOR

Evaluation Category and Questions from ToR	Indicators	Data Sources	Methodology
6. To what extent has PACD 's selected method of delivery appropriate to the development context?	<ul style="list-style-type: none"> • Effective, efficient and sustainable implementation PACD activities • Alignment of PACD activities with NDP and SDGs • Alignment with development concerns voiced by beneficiaries 	<ul style="list-style-type: none"> • PACD ProDoc • PACD Indicator Monitoring Reports • The Gambia NDP • The Gambia SDGs • Field mission site visits 	<ul style="list-style-type: none"> • Document review • KII • GD with beneficiaries
7. Is the project relevant in the context of Government of The Gambia Government's (GoTG) spending commitments on development?	<ul style="list-style-type: none"> • commitment and mobilization of funds by GoTG towards community development • GoTG recurrent budget for development activities as undertaken by PACD 	<ul style="list-style-type: none"> • PACD progress reports • GoTG budget information • LPAC members • Government partners 	<ul style="list-style-type: none"> • Document review • KII
EFFECTIVENESS			
8. To what extent is the current PACD on track to achieve planned results (intended and unintended, positive, or negative)?	<ul style="list-style-type: none"> • Achievement of targets identified in ProDoc and PACD Monitoring & Evaluation Plan (10th July 2021) 	<ul style="list-style-type: none"> • PACD Indicator Monitoring Reports • PACD Progress Reports • LPAC meeting minutes • PMU and government partners • Field mission site visits 	<ul style="list-style-type: none"> • Document review • KII • GD with beneficiaries
9. How were the United Nations programming principles mainstreamed in the design, implementation, and monitoring and evaluation of the PACD?	<ul style="list-style-type: none"> • Alignment of PACD ProDoc with UN programming principles for the United Nations Development Assistance Framework (UNDAF) • Alignment of PACD Monitoring and Evaluation Plan with UN programming principles for the UNDAF 	<ul style="list-style-type: none"> • United Nations Development Assistance Framework (UNDAF) • Programming Principles UNDAF Companion Guidance • PACD ProDoc • PACD Indicator Monitoring Reports • UNDP staff and PMU 	<ul style="list-style-type: none"> • Document review • KII
10. What are the main contributions to the development for which PACD is recognized in the Country?	<ul style="list-style-type: none"> • Achievement of targets identified in ProDoc and PACD Monitoring & Evaluation Plan (10th July 2021) • Achievement of PACD activities relative to other development achievements in The Gambia 	<ul style="list-style-type: none"> • PACD Indicator Monitoring Reports • PACD Progress Reports • LPAC meeting minutes • PMU and government partners 	<ul style="list-style-type: none"> • Document review • KII

Table 2-1. Evaluation Matrix showing evaluation questions and review criteria provided in TOR

Evaluation Category and Questions from ToR	Indicators	Data Sources	Methodology
11. Is the PACD set to accomplish its intended outcomes?	<ul style="list-style-type: none"> Achievement of targets identified in ProDoc and PACD Monitoring & Evaluation Plan (10th July 2021) 	<ul style="list-style-type: none"> PACD Indicator Monitoring Reports PACD Progress Reports LPAC meeting minutes PMU and government partners 	<ul style="list-style-type: none"> Document review KII
12. What are the unexpected outcomes or consequences it yielded or likely to yield? What are their implications?	<ul style="list-style-type: none"> PACD documentation of unexpected outcomes 	<ul style="list-style-type: none"> PACD Progress Reports LPAC meeting minutes PMU and government partners 	<ul style="list-style-type: none"> Document review KII
13. To what extent has PACD been effective in supporting local initiatives for the NDP, SDGs, Strategic Vision 2030, and UNDAF fulfillment?	<ul style="list-style-type: none"> Contribution of PACD activities successfully completed to local NDP and SDG needs Contribution of PACD activities successfully completed to UNDAF 	<ul style="list-style-type: none"> PACD Indicator Monitoring Reports PACD Progress Reports UNDAF The Gambia NDP The Gambia SDGs Local government stakeholders Field mission site visits 	<ul style="list-style-type: none"> Document review KII GD with beneficiaries
14. Has PACD been effective in advocating best practices and desired goals?	<ul style="list-style-type: none"> PACD activities are high quality, low impact, resilient and sustainable Replication of PACD activities 	<ul style="list-style-type: none"> Government stakeholders Private Sector implementing partners Field mission site visits 	<ul style="list-style-type: none"> KII GD with beneficiaries
15. What evidence is there that PACD support has contributed towards an improvement in a national government capacity, including institutional strengthening?	<ul style="list-style-type: none"> Capacity assessment of national government 	<ul style="list-style-type: none"> Government stakeholders Government staffing and resources available 	<ul style="list-style-type: none"> KII
16. Is PACD perceived by stakeholders as a strong advocate for improving Sustainable Development in The Gambia?	<ul style="list-style-type: none"> Level of support from and participation of government stakeholders in PACD Feedback from beneficiaries in regard to PACD activities Feedback from private sector and NGOs in regard to PACD activities 	<ul style="list-style-type: none"> Government stakeholders Private sector stakeholders NGOs/CSOs Beneficiaries 	<ul style="list-style-type: none"> KII GD
17. How effective has PACD been in partnering with the government, development partners, civil society, and private sector in Sustainable Development in The Gambia	<ul style="list-style-type: none"> Level of support from and participation of government stakeholders, development partners, CSOs, and private sector in PACD 	<ul style="list-style-type: none"> PACD Progress Reports Government stakeholders Private sector stakeholders NGOs/CSOs 	<ul style="list-style-type: none"> Document review KII

Table 2-1. Evaluation Matrix showing evaluation questions and review criteria provided in TOR

Evaluation Category and Questions from ToR	Indicators	Data Sources	Methodology
18. Has PACD utilized innovative techniques and best practices in its programming	<ul style="list-style-type: none"> Evidence of innovative techniques and best practices used in PACD program implementation 	<ul style="list-style-type: none"> PACD Progress Reports PMU 	<ul style="list-style-type: none"> Document review KII
EFFICIENCY			
19. To what extent have the PACD outputs been efficient and cost-effective?	<ul style="list-style-type: none"> Assessment of planned and actual finances for project activities Analysis of cost to implement project activities against potential cost savings and/or cost benefits 	<ul style="list-style-type: none"> PACD ProDoc PACD Annual Plans PACD Financial Management Accounting PMU Government stakeholders Private sector stakeholders NGOs/CSOs Beneficiaries 	<ul style="list-style-type: none"> Document review KII GD
20. Has there been an economical use of resources? What could be done to ensure more efficient use of resources in the country context? What are the main administrative constraints/ strengths?	<ul style="list-style-type: none"> Assessment of planned and actual finances for project activities Assessment of finance management procedures Assessment of procurement process Capacity assessment of financial management staff and resources required for financial management 	<ul style="list-style-type: none"> PACD Financial Management Accounting PMU Government finance staff Private sector stakeholders NGOs/CSOs stakeholders 	<ul style="list-style-type: none"> Document Review KII
21. Are the monitoring and evaluation systems that PACD has in place helping to ensure that project is managed efficiently and effectively?	<ul style="list-style-type: none"> Assessment of structure and implementation of the PACD Monitoring and Evaluation Plan Assessment of adaptive management in response to Monitoring and Evaluation results 	<ul style="list-style-type: none"> PACD Monitoring and Evaluation Plan PACD Indicator Monitoring Reports PACD Progress Reports PMU 	<ul style="list-style-type: none"> Document Review KII
22. Has PACD been efficient in building synergies and leveraging with other programmes and stakeholders in The Gambia?	<ul style="list-style-type: none"> Assessment of PACD interaction and integration with other development programmes in The Gambia 	<ul style="list-style-type: none"> PACD Progress Reports PMU Government staff Donor community 	<ul style="list-style-type: none"> Document Review KII
SUSTAINABILITY			

Table 2-1. Evaluation Matrix showing evaluation questions and review criteria provided in TOR

Evaluation Category and Questions from ToR	Indicators	Data Sources	Methodology
<p>23. What is the likelihood that the National Development Plan & Sustainable Development's Goal which PACD has supported are sustainable?</p>	<ul style="list-style-type: none"> • Sustainable attributes of project activities implemented • Level of ongoing support/commitment by government, private sector, CSO and beneficiary stakeholders • Evidence of scaling-up and/or replication of project activities 	<ul style="list-style-type: none"> • PACD Progress Reports • PMU • Government stakeholders • Private sector stakeholders • NGOs/CSOs stakeholders • Donor community • Beneficiaries 	<ul style="list-style-type: none"> • Document Review • KII • GD
<p>24. What mechanisms have been put in place by PACD for partnerships with national institutions, CSOs, UN Agencies, the private sector, and other development partners to promote long-term sustainability and durability of results?</p>	<ul style="list-style-type: none"> • Evidence of new and ongoing Private-Public partnerships • Evidence of new and ongoing partnerships with UN Agencies (FAO, UNICEF, etc.) with government, private sector, CSOs • Participation of CSOs in current and future government planning and the implementation of government initiatives 	<ul style="list-style-type: none"> • PACD Progress Reports • PMU • Government stakeholders • Private sector stakeholders • NGOs/CSOs stakeholders • Donor community 	<ul style="list-style-type: none"> • Document Review • KII
<p>25. What mechanisms, procedures, and policies have been put in place to ensure the sustainability of gender equality and empowerment of women?</p>	<ul style="list-style-type: none"> • Presence of capacitated staff as well as relevant policies and/or procedures that address gender equality and women's empowerment 	<ul style="list-style-type: none"> • PACD Progress Reports • PMU • Government stakeholders • CSOs 	<ul style="list-style-type: none"> • Document Review • KII
<p>26. To what extent have partners committed to providing continuing support (financial, staff, aspirational, etc.)?</p>	<ul style="list-style-type: none"> • Evidence of enhanced capacity of government to plan and implement community development 	<ul style="list-style-type: none"> • PACD Progress Reports • PMU • Government stakeholders 	<ul style="list-style-type: none"> • Document Review • KII
<p>27. Are there sustainability mechanisms at the community level?</p>	<ul style="list-style-type: none"> • Evidence of asset management plans • Evidence of community organisations supporting sustainability 	<ul style="list-style-type: none"> • PACD Progress Reports • NGOs/CSOs stakeholders • Donor community • Beneficiaries 	<ul style="list-style-type: none"> • Document Review • KII • GD
<p>PARTNERSHIP AND COORDINATION</p>			

Table 2-1. Evaluation Matrix showing evaluation questions and review criteria provided in TOR

Evaluation Category and Questions from ToR	Indicators	Data Sources	Methodology
<p>28. In the context of the United Nations Common Country Strategic Framework (UNCCSF) delivery the evaluation will assess the effectiveness and appropriateness of the collaborations and partnerships that were established to deliver support to the PACD and ultimately the UNCCSF. This includes an assessment of the partnerships with key line ministries, as well as with international Development Partners, Non-Governmental Organizations. The Impact Assessment should conclude the extent to which the PACD was effective in coordinating with the support offered by all partners. It will also evaluate what risks were taken with regards to partnership management and how these were managed.</p>	<ul style="list-style-type: none"> • Existing and ongoing partnerships among PACD stakeholders, including UNDP, Government line ministries, UN and other development partners, CSOs/NGOs, and the private sector • Coordinating role PACD played in the establishment and sustainability of partnerships • Risks to establishment and sustainability of partnerships 	<ul style="list-style-type: none"> • PACD Progress Reports • PMU • Government stakeholders • Private sector stakeholders • NGOs/CSOs stakeholders • Donor community • Other UN agencies 	<ul style="list-style-type: none"> • Document Review • KII
GENDER EQUALITY AND YOUTH PARTICIPATION			
<p>29. To what extent has gender been addressed in the design, implementation, monitoring, and reporting? Is gender marker data assigned to projects representative of reality (focus should be placed on gender markers 2 and 3)?</p>	<ul style="list-style-type: none"> • PACD inclusion of gender equity and advocacy in project design, implementation, monitoring and reporting • Evidence that PACD with Gen 2 score has addressed gender equality as a “significant objective” of the project 	<ul style="list-style-type: none"> • PACD Monitoring and Evaluation Plan • PACD Indicator Monitoring Reports • PACD Progress Reports • Women beneficiaries 	<ul style="list-style-type: none"> • Document Review • KII • GD
<p>30. To what extent has PACD supported promoting positive changes in gender equality and Youth Participation? Are there any unintended effects?</p>	<ul style="list-style-type: none"> • Participation of women and youth in PACD activities • Changes in the status of women and youth in communities where PACD worked • Unintended consequences, positive and negative, for women and youth 	<ul style="list-style-type: none"> • PACD Monitoring and Evaluation Plan • PACD Indicator Monitoring Reports • PACD Progress Reports • Women and youth beneficiaries 	<ul style="list-style-type: none"> • Document Review • KII • GD
<p>31. To what extent has PACD improved the livelihoods of women and girls in relation to the food security and access to potable water</p>	<ul style="list-style-type: none"> • Activities supporting food security • Improved access to potable water 	<ul style="list-style-type: none"> • PACD Progress Reports • Women and youth beneficiaries 	<ul style="list-style-type: none"> • Document Review • KII • GD

Annex 3: List of Document Reviewed

PACD List of Documents to be Reviewed	Received Y/N
• Final Feasibility Study of PUDC Gambia	Y
• UNDP Project Document (ProDoc) (signed copy)	Y
• PACD Baseline Survey Report June 2020	Y
• PACD Sensitization Report Final October 2020	Y
• TRAC 2 Proposal Gambia 2021	Y
• PACD Monitoring & Evaluation Plan (10 th July 2021)	Y
• PACD Project Key Performance Indicators KPIs Year 1	Y
• PACD Project Key Performance Indicators KPIs Year 2 Quarter 3	Y
• PACD Project Key Performance Indicators KPIs Year 2 Quarter 4	Y
• PACD Labour Saving Devices Communities	Y
• UNDP PACD Data Verification Trek Livestock & Electricity 30 th August to 09 th September 2021	Y
• UNDP PACD Progress Performance Monitoring Trek Electricity & Water 29 th July to 04 th August 2021	Y
• UNDP PACD Water Supply Monitoring Success Story Documentation 29 th September to 08 th October 2021	Y
• PACD LPAC Meeting Minutes 3 rd April, 2020	Y
• PACD Briefing Note Ministry of Finance 12 th January 2022	Y
• The Gambia National Development Plan 2018-2021	Y
• Directory of Settlements - Census 2013	Y
• PACD Annual Work Plan Year 1	Y
• PACD Annual Work Plan Year 2	Y
• PACD 2020 Quarterly Progress Reports	Y
• PACD 2021 First Quarter Progress Report May 10 2021	Y
• PACD 2021 Second & Third Quarter Progress Report 16 th September 2021	Y
• PACD 2021 Fourth Quarter Progress Report 2021	Y
• Draft PACD 2022 Bi-Annual (January -June 2022) Progress Report	Y
• UNDP Country Programme Document	Y
• Programming Principles UNDAF Companion Guidance	Y
• United Nations Development Assistance Framework (UNDAF)	Y
• United Nations Common Country Strategic Framework	Y

Annex 4: List of Organizations and Stakeholders Interviewed

PACD FIELD MISSION SCHEDULE					
Day/Time	Description/ meeting	Venue/info	Additional Information	Contact Person	Telephone Number
DAY 1 – Friday September 30th – Depart Canada					
DAY 2 – Saturday October 1st – Arrive The Gambia					
DAY 3 – Sunday October 2nd – Prepare for field mission					
DAY 4 – Monday October 3rd – Start-up and Stakeholder Interviews Banjul					
Banjul	UNDP startup	10:00 am	Meetings in Banjul		
	DSPD startup	11:00 am			
	DCD	12:00 noon			
DAY 5 – Tuesday October 4th – Stakeholder interviews Banjul					
Banjul	NAWEC		Meetings in Banjul		
	NRA	12:00 noon			
DAY 6 – Wednesday October 5th – Stakeholder interviews Banjul					
Banjul	AES	10:00 am	Meetings in Banjul		
	DWR	?			
DAY 7 – Thursday October 6th – Stakeholder interviews Banjul					
WCR	Took off from Kombo	7.30a.m			
	Kangmanka	9.30am - 11.00	Rice thresher	Sonna Jarjue	3235542
	Mayork	11.45 – 13.45	Coos/Flour Milling Machine	Doussu Fatty Dembo Manneh	3047308 3857993
	Bonza	15.30 – 17.00	Water Supply System	Christine Mendy	3997955 / 7149142
Overnight	Return to Banjul	17.00-18.00			
DAY 8 – Friday October 7th – Travel to Field					
NBR	Cross Ferry to Barra (North Bank Region)	8.00-9.00			
	Sitanunku	9.30 – 10.30	Electricity Supply	Alhaji Jammeh	
	Njoufen	11.00 – 12.00	Electricity Supply	Haddy Joof	3696673
	Ker Ousman Busso (Kabakoto) + Malick Nana	12.30 – 14.00	Water Supply System	Alh. Ousman Busso (Kerr Ousman) Ousman Jawo (Malick Nana)	7188369 7573343
	Koli Kunda Wollof	15.00 – 17.00	Combined Coos Milling Machine	Omar Jeng	7460534

PACD FIELD MISSION SCHEDULE					
Day/Time	Description/ meeting	Venue/info	Additional Information	Contact Person	Telephone Number
Overnight	Farafeni	17.30			
DAY 9 – Saturday October 8th – On field mission					
CRR North	Ngange Wollof	9.00 – 11.00	Combined Coos Milling Machine	Baboucarr Sowe	7044521
	Njau	11.30 -10.30	Diary Production	Incha Mbaye	7185672
	Wassu	11.30 – 12.30	Diary Production	Saikou Jarra	3477885
	Lamin Koto	13.30 – 15.00	Tractor (LSD)	Fantanding Komma	7444439
Overnight	Basse via Lamin Koto Passamas Road	15.00 – 16.00			
DAY 10 – Sunday October 9th – On field mission					
URR North	Cross Samba Juma Bah Bridge into URR North	8.00			
	Sare Modou Jawo, Sandi Kunda & Sakoli Kunda	9.00 – 10.30	Water Supply System	Kallilu Jawo	+221773386263 2127381
	Taibatou	11.30 – 12.30	Tractor & Diary Production	Mawdo Jabbi	3036955
URR South	Kumbija	13.00 – 14.30	Coos Threshing Machine	Jula Jawara Musa Sidibeh	7467514
Overnight	Basse				
DAY 11 – Monday October 10th – On field mission					
CRR South	Drive from URR South to CRR South	9.00			
	Njorem + Sankabari	10.00 – 11.30	Water Supply & Tractor	Modou Faal Modou Touray	+221785148287 5298431
	Galleh Manda	12.00 – 13.30	Diary Production	Omar Gaye	3421674
Overnight	Bansang / George Town / Janjanbureh				
DAY 12 – Tuesday October 11th – Return to Banjul					
LRR	Drive from CRR South to LRR	9.00			
	Kolior + Jallow Kunda (Kiang East)	9.30 – 10.30	Water Supply System	Samba Sowe	7027336
	Mandina (Kiang West)	11.30 – 12.30	Tractor	Ebrima Gibba Buba Gibba	3741152 3089344
	Sankandi (Kiang West)	13.30 – 14.30	Diary Production	Binta Ceesay	7967560
Overnight	Return to Banjul	14.45			
DAY 13 – Wednesday October 12th – Wrap-up meeting in Banjul and Evening departure for Canada					

PACD FIELD MISSION SCHEDULE					
Day/Time	Description/ meeting	Venue/info	Additional Information	Contact Person	Telephone Number
Banjul	WALIC		Meetings in Banjul		
	Ministry of Finance – Alhagie Fadera				
	Ministry of Finance – Project Coordination Unit				
	Return flight to Paris				
DAY 14 – Thursday October 13th – Arrive Canada					