

PROJECT EVALUATION SERIES

**Final Terminal Evaluation of the Project  
“Addressing Conflict over Land and Natural Resources in  
the Gambia”**

**Project code: UNJP/GAM/041/PBF**

**Final Report**

# Contents

<b>Acknowledgements .....</b>	<b>v</b>
<b>Acronyms and Abbreviations .....</b>	<b>vi</b>
<b>Executive Summary .....</b>	<b>viii</b>
<b>1. Introduction.....</b>	<b>0</b>
1.1 Purpose of the Evaluation .....	0
1.2 Intended Users .....	0
1.3 Scope and Objective of the Evaluation .....	0
1.4 Methodology .....	2
1.5 Limitations.....	4
1.6 Structure of the report.....	5
<b>2. Background and Context of the Project .....</b>	<b>6</b>
2.1 Context of the Project.....	6
2.2 Background to the Project .....	7
2.3 Geographic Locations of the Project.....	9
2.4 Key partners involved in the project .....	10
2.5 Theory of Change .....	10
<b>3. Findings.....</b>	<b>13</b>
3.1 Relevance and Strategic Positioning .....	13
3.2 Efficiency and Coordination .....	18
Table 4: Budget Allocation and Expenditure .....	20
3.3 Effectiveness of Implementation.....	21
Table 5: Key output indicators on effectiveness for Outcome 1 .....	29
Table 6: Key output indicators on effectiveness for Outcome 2 .....	30
3.4 Sustainability and Ownership.....	33
3.5 Coherence .....	35
3.6 Conflict Sensitivity.....	35
3.7 Catalytic effect.....	36
<b>4. Cross-cutting issues (optional).....</b>	<b>38</b>
<b>5. Conclusions and Recommendations.....</b>	<b>39</b>
5.1 Conclusions.....	39
5.2 Recommendations .....	40
<b>6. Lessons Learned .....</b>	<b>42</b>

<b>7. Appendices .....</b>	<b>43</b>
Appendix 1. List of People Interviewed .....	43
<b>8. Annexes .....</b>	<b>45</b>
Annex 1. Terms of Reference for the Evaluation .....	45
<b>Evaluation timeframe.....</b>	<b>54</b>
Annex 2. Portfolio Analysis/ Evaluation Matrix .....	55
Appendix 2: Project Results Framework.....	66

## Figures and Tables

### 1. Figures

Figure 1: Map of the Gambia Showing the Regions of the Project.....	9
Figure 2: The Project Theory of Change based on the Design.....	11

### 2. Tables

Box 1: Evaluation Questions .....	0
Table 1: Evaluation Interviews and FGDs Conducted .....	3
Table 2: Respondent Groups .....	4
Table 3: Challenges and Mitigation Measures .....	4
Table 4: Budget Allocation and Expenditure .....	20
Table 5: Key output indicators on effectiveness for Outcome 1 .....	29
Table 6: Key output indicators on effectiveness for Outcome 2 .....	30

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## Acronyms and Abbreviations

AAIG	Action Aid International Gambia
ADR	Alternate dispute resolution
ADRC	Alternate Dispute Resolution Center
CCM	Community Conflict Managers
CDA	Conflict and Development Analysis
CFS	Committee on World Food Security
CPF	Country Programme Framework
CRR/N	Central River Region North
CRR/S	Central River Region South
CSO	Civil Society Organization
DCT	Data Collection Tools
FAO	Food and Agriculture Organization of the United Nations
FAOR	FAO Representative
FGD	Focus Group Discussion
GCITS	Gambia Cattle Identification Traceability System
GEWE	Gender Equality and Women’s Empowerment
GRM	Grievance Redress Mechanism
HDPN	Humanitarian–development–peace nexus
JFPM	Joint Forest Park Management
IP	Implementing Partners
KII	Key Informant Interview
LNR	Land and Natural Resources
LRR	Lower River Region
M&E	Monitoring and Evaluation
MDFT	Multi-Disciplinary Facilitation Teams
MoLRG	Ministry of Lands and Regional Government
NBR	North Bank Region
NDP	National Development Plan
NCE	No Cost Extension
NEA	National Environment Agency
NGO	Non-governmental Organization
NUNO	Non-United Nations Organization
PBF	United Nations Peacebuilding Fund
PBSO	Peacebuilding Support Office
PRSP	Poverty Reduction Strategy Paper
RUNO	Recipient United Nations Organization
SDG	Sustainable Development Goal
TAC	Technical Advisory Committee
TANGO	The Association of Non-Governmental Organizations
TOT	Training of Trainers
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNFPA	United Nations Population Fund
URR	Upper River Region
USD	USA Dollars

VGGT	Voluntary Guidelines on the Responsible Governance of Tenure of Land, Fisheries, and Forests
WANEP	West Africa Network for Peace
WCR	West Coast Region

## Executive summary

### Introduction

1. The project entitled “Addressing Conflict over Land and Natural Resources in the Gambia” is implemented jointly by the Food and Agriculture Organization of the United Nations (FAO), the United Nations Development Programme (UNDP) and the Government of the Gambia. The Government of the Gambia implemented the project through several ministries – Lands and Regional Government, Agriculture, Environment, Climate Change and Natural Resources, Justice – and the National Environment Agency and National Assembly. Implementing partners were Action Aid, West Africa Network for Peace (WANEP), and Alternate Dispute Resolution Center (ADRC). The project code UNJP/GAM/041/PBF had a total budget of USD 1.3 million funded by the United Nations Peacebuilding Fund (PBF). The project’s overall goal was to address conflict over land and natural resources in the Gambia through strengthening resource management and the capacity of dispute-resolution mechanisms.
2. This evaluation was requested by PBF, the development partner, for accountability and learning purposes. The primary intended users of the evaluation are PBF, FAO, UNDP, the implementing partners, institutional counterparts and all actors involved in project implementation.
3. This report provides an independent assessment of the extent to which planned collective objectives were met, and draws lessons and recommendations that could inform future projects. The main evaluation focus for this assignment was on the peacebuilding results of the project. The scope encompasses the entire project implementation period, 11 December 2018 to 22 January 2020.
4. The evaluation adopted a consultative approach and used a mix of quantitative and qualitative methods. The fieldwork and data collection took place in all the project implementation sites. A total of 144 individuals, among them 99 crop and livestock farmers that benefited from the project, participated in this evaluation.

### Main findings

5. Following is a summary of the main findings of the evaluation. The evaluation criteria were: relevance and strategic positioning, efficiency and coordination, effectiveness, sustainability and ownership, coherence, conflict sensitivity and catalytic effect and cross-cutting issues. The details and supporting evidence are provided in the body of the report.
6. Under Outcome 1, the project reviewed the legal framework and policies to reduce conflict and land-related disputes but it did not revise any of these legal instruments. It had moderate success (mainly as a result of COVID-19 restrictions) in improving capacities of national and local institutions to resolve conflicts and disputes, and in increasing awareness of authorities and communities on revised legal frameworks and policies.
7. Under Outcome 2, the project did not achieve the first activity under this outcome – to establish an information system to track land disputes – due to COVID-19 restrictions. However, it performed exceptionally well in the second activity of establishing boreholes, watering points



- and cattle tracking, and mapping land resources showing the different land uses, as well as in the third activity of digitally mapping the forest areas.
8. The theory of change that was used to analyse these two outcomes identified the key conflict issues, and the project provided credible evidence to justify that the project priorities were the most appropriate and most likely to contribute to higher level of mindset change among the target communities in the Gambia to reduce conflicts over land and natural resources. Feedback from beneficiaries confirms that to a large extent, these activities influenced and positively changed the behaviour and attitudes of citizens, who became agents of change and peace in their communities.
  9. Relevance and strategic positioning: all parties interviewed stated the project was relevant because of its dual focus on land ownership and land use as well as it being a key example for future public participation in conflict-resolution and peace-building efforts. The project also contributed to the National Development Plan which outlines key development priorities for reducing poverty and maintaining peaceful co-existence of the citizens. The project was relevant and strategic to the main peacebuilding goals and challenges in the Gambia, as well as to priorities of the United Nations Development Assistance Framework (UNDAF), FAO, UNDP and the Sustainable Development Goals (SDGs). The project contributed to UNDAF for the Gambia covering the period 2017– 2021, the FAO and UNDP strategies and SDG 16.
  10. Efficiency and coordination: there was mixed feedback in the overall staffing, planning and coordination within the project. For the beneficiaries and IPs, the project was well coordinated because FAO implemented most of the activities; however, at the agency level, there were misunderstandings on project coordination. Part of these challenges were a result of the onset of COVID-19. In addition, implementation delays, staffing and coordination challenges slowed down activities. For example, the baseline was completed in November 2020 at the end of the project, and there were delays in data collection and reconciliation of financial expenditures. Despite the challenges, the project has demonstrated value for money.
  11. To ensure smooth implementation, stakeholders should be engaged early in the project design and planning, and technical meetings held frequently to discuss critical challenges and develop realistic targets and timelines. Targets should be realistic and flexibility built into the programme to accommodate contextual changes.
  12. Effectiveness of implementation: the project made a concerted effort to be inclusive and pushed for women’s participation in all activities, but it did not achieve its ambitious targets. No significant progress was made to address women’s access and ownership to resources, despite being recognized as a major issue, which calls for a change in community attitudes towards women, and increasing awareness at all administrative levels that women are legally entitled to own important resources and in decision-making. The project contributed to creating enhanced spaces for inclusive dialogue at the community level, including for conflict resolution and other activities. In a meeting held in Brikamma-ba a female participant said that she was able to recover her land through an ADRC. Within the short duration of the project, the beneficiaries were able to distinguish the advantages of alternate dispute resolution (ADR) over litigation and this has led to more use of ADR.

13. Two innovations stand out: the project is the first of its kind to address land administration issues and a national livestock identification and traceability system is in place in the Gambia. The establishment of cattle tracts and drinking points significantly reduced tensions between farmers and livestock owners. The respondents reported that visible changes occurred in the lives of the target beneficiaries. The Gambia should scale up these innovations to cover the whole country for transformative change.
14. Sustainability and ownership: the project put in place an exit strategy for most of the activities using different mechanisms: management committees for physical investments; building capacities of local and national government officials; use of local Civil Society Organizations (CSOs) to ensure a broader understanding of the land conflicts; and initial assessments to feed into future revisions of the legal frameworks; aligning traditional approaches to grievance redress mechanism (GRMs) with current laws to limit conflict and improve peace-building.
15. Locally, beneficiaries have fully taken ownership and have since started contributing cash to sustain the infrastructure put in place, such as watering points, and have established water management committees to manage them. A guideline was produced targeting community leaders to handle future land disputes.
16. Continuous consultations are needed between partners to address land and natural resource management. A subsequent project financed by PBF to finalize the planned activities of the present project could build on the knowledge, expertise, and collaboration already established and could benefit from learning curves and implementing arrangements used through this project.
17. Coherence: the project was responsive to the National Development Plan (NDP), the 2018 Gambia Conflict and Development Analysis (CDA) and also aligned with United Nations' Development Assistance Framework result three, Sustainable Agriculture, Natural Resources, Environmental and Climate Change, Management. The project strived to strengthen dispute resolution mechanisms around LNR, demarcated forest parks and cattle tracks and establishing watering point for cattle owner to minimise related tension with farmers especially in the rural communities.
18. Conflict sensitivity: the project was able to demonstrate that humanitarian, development and peace efforts are indeed complementary and mutually-reinforcing, and provided evidence that an integrated response offers the most effective way to tackle the conflict drivers and factors for peace identified in the conflict analysis. Demarcating Forest Park boundaries was an approach to conflict sensitivity that helped settle disputes. Demarcating cattle tracks helped to minimize conflict between livestock owners and farmers, ensuring that livestock owners whose livelihood depends on their cattle are not forced to sell their livestock as a result of conflict. A holistic approach is needed to strengthen the capacity of the national and local governments in streamlining land allocation and transfer (inheritance) systems. This calls for key land stakeholders to support the review and subsequent reforms of the legal and institutional frameworks that govern land tenure, land use and dispute-resolution mechanisms.
19. Catalytic effect - The project has contributed to the humanitarian–development–peace nexus (HDPN) through reducing conflict and promoting peace building and conflict sensitivity,

ensuring long-term sustainability through capacity building, and preventing food security shortages by reducing incessant conflicts. The Gambia German Forestry Project is supporting the initiative on demarcating forest park boundaries and has indicated further funding for related activities.

20. Cross-cutting issues: the project ensured men, women and youth were equally involved and participated fully in the sensitization forums. Gender and youth focal persons have been established in all the councils and trained on land administration procedures, land laws, natural resources and conflict-resolution mechanisms. Women also hold positions in the local committees. Infrastructure build by the project such as water points, has particularly benefitted women by reducing their workload. Most conflicts are male dominated and women voices were not reflected in conflict discussions.

### **Conclusions and recommendations**

21. The project was clearly relevant and strategic to the main peacebuilding goals and challenges in the Gambia, as well as to priorities of UNDAF, FAO, UNDP, the SDGs, the Gambia's own NDP, FAO and UNDP strategies, and SDG 16. The intervention was relevant in addressing persistent conflicts between farmers and cattle owners. It highlighted gaps in the legal framework, and supported the Land Commission and in training local community authorities on land and natural resources governance, resulting in conflict resolution and peace-building.
22. The project supported two assessments on conflicts on land and natural resources and on legal frameworks, which should contribute to future revisions of the legal and regulatory frameworks. Land and natural resource conflicts should be examined using a multidisciplinary approach to address the underlying issues.
23. The Ministry of Lands should consider a multi-agency approach to reduce land-related conflicts, proactively target women for effective and gender-inclusive land tenure governance, and create awareness and sensitize stakeholders and the general public on the gender-sensitive legal and policy instruments. Finally, the Government of the Gambia should nationally upscale the two innovations of sustainable methods of land administration and the national livestock identification and traceability system for transformative change.

# 1. Introduction

## 1.1 Purpose of the evaluation

1. This report presents the findings, conclusions and recommendations of the final evaluation of the project UNJP/GAM/041/PBF “Addressing Conflict over Land and Natural Resources in the Gambia” jointly implemented by the Food and Agriculture Organization of the United Nations (FAO), the United Nation Development Programme (UNDP) and the Government of the Gambia. The project had a total budget of USD 1.4 million funded by the United Nations Peacebuilding Fund (PBF).
2. This evaluation was requested by the PBF, the development partner, for accountability and learning purposes. The main objective is to provide an independent assessment of the extent to which planned collective objectives have been met, and to draw lessons and recommendations that could inform future projects.

## 1.2 Intended users

3. The primary intended users of the evaluation are PBF, FAO, UNDP, the implementing partners, institutional counterparts and all actors involved in project implementation.

## 1.3 Scope and objective of the evaluation

4. This evaluation examines the project’s implementation process and peacebuilding results, drawing upon the project’s results framework and other monitoring data collected on the project outputs and outcomes as well as context. Based on the terms of reference (see Annex 1), the main evaluation focus for this assignment was on the peacebuilding results of the project. Peacebuilding projects frequently straddle thematic areas that may make them amenable to a humanitarian–development–peace nexus (HDPN) approach.
5. The scope of this evaluation encompasses the entire project implementation period, 11 December 2018 to 22 January 2020. The project was implemented in targeted areas of West Coast Region (WCR) and Central River Region South (CRR/S) and sensitization was undertaken in all the regions of the Gambia, as were evaluation data collection activities.
6. The overarching evaluation questions, presented in Box 1, guided the evaluation and formed the basis for specific evaluation sub-questions contextualized to activity, project and stakeholder. Annex 2 presents the evaluation matrix, which shows the indicative sources of information, methods and tools identified to answer each evaluation question and sub-question. The evaluation matrix and the various data collection tools were finalized prior the main evaluation phase, conducted from the last week of October to the first week of November 2020. This was clarified in the terms of reference (ToR) and verified by the inception report, which was approved by FAO and PBF.

### Box 1: Evaluation questions

#### **Relevance**

- Was the project relevant in addressing conflict drivers and factors for peace identified in a conflict analysis? Was the conflict analysis for the project design adequate?
- Was the project appropriate and strategic to the main technical areas and peacebuilding goals and challenges in the country at the time of the PBF project’s design? Did relevance continue throughout implementation?

- Was the project relevant to the UN's peacebuilding mandate and the Sustainable Development Goals (SDGs), in particular SDG 16?
- Was the project relevant to the needs and priorities of the target groups/beneficiaries? Were they consulted during design and implementation of the project?
- How relevant & responsive has the project been to supporting the technical areas and peacebuilding priorities in the Gambia, as outlined in key UN and Government strategic documents?
- Did the project's theory of change clearly articulate assumptions about why the project approach is expected to produce the desired change? Was the theory of change grounded in evidence?
- To what extent did the PBF project respond to the technical areas and peacebuilding gaps?

#### **Efficiency**

- How efficient was the overall staffing, planning and coordination within the project (including between the two implementing agencies and with stakeholders)? Have project funds and activities been delivered in a timely manner?
- How efficient and successful was the project's implementation approach, including procurement, number of implementing partners and other activities?
- How efficiently did the project use the project board?
- How well did the project collect and use data to monitor results? How effectively was updated data used to manage the project?
- How well did the project team communicate with implementing partners, stakeholders and project beneficiaries on its progress?
- Overall, did the project provide value for money? Have resources been used efficiently?
- To what extent did the project ensure synergies within different programmes of UN agencies and other implementing organizations and donors with a similar portfolio?

#### **Effectiveness**

- To what extent did the PBF project achieve its intended objectives and contribute to the project's strategic vision?
- Did the project achieve its outcomes and outputs and what progress did it make against its indicators?
- What has impacted the achievement of results?
- Have there been any unintended consequences?
- To what extent did the PBF project substantively mainstream a gender and support gender-responsive peacebuilding?
- How appropriate and clear was the PBF project's targeting strategy in terms of geographic and beneficiary targeting? Did the project adequately account for the gender dimension so as to promote gender equality and women's empowerment throughout the project?
- Was the project monitoring system adequately capturing data on technical areas and **peacebuilding** results at an appropriate outcome level?

#### **Sustainability & Ownership**

- To what extent did the PBF project contribute to the broader strategic outcomes identified in nationally owned strategic plans, legislative agendas and policies?
- Did the intervention design include an appropriate sustainability and exit strategy (including promoting national/local ownership, use of national capacity etc.) to support positive changes in the technical area and peacebuilding after the end of the project?
- How strong is the commitment of the Government and other stakeholders to sustaining the results of PBF support and continuing initiatives, especially women's participation in decision making processes, supported under Project?
- How has the project enhanced and contributed to the development of national capacity in order to ensure suitability of efforts and benefits?

#### **Coherence**

- How responsive has the project been to supporting technical areas and peacebuilding priorities in the country, as set by the Government and the UN?
- To what extent did the PBF project complement work among different entities, especially with other UN actors?

- If the project was part of a broader package of PBF, to what degree was the project's design, implementation, monitoring and reporting complementary to that of other projects?
- How were stakeholders involved in the project's design and implementation?
- The extent to which was HDPN applied, were opportunities for this used and partnerships established?

**Conflict-Sensitivity**

- Did the PBF project have an explicit approach to conflict-sensitivity?
- Were Recipient United Nations Organizations' (RUNOs) and Non-recipient United Nations Organizations' (NUNOs) internal capacities adequate for ensuring an ongoing conflict-sensitive approach?
- Was the project responsible for any unintended negative impacts?
- Was an ongoing process of context monitoring and a monitoring system that allows for monitoring of unintended impacts established?

**Catalytic**

- Did the project team/ implementing agencies explicitly try to search for catalytic results, financial or programmatic?
- Was the project financially and/or programmatically catalytic?
- Has PBF funding been used to scale-up other peacebuilding work and/or has it helped to create broader platforms for peacebuilding?

## 1.4 Methodology

7. The evaluation adopted a consultative approach, seeking and sharing feedback with stakeholders at different stages throughout the process. The evaluation used a mix of quantitative and qualitative methods taking into consideration resources available. The evaluation team used different evaluation tools to collect the views of the beneficiaries and other stakeholders, in particular: (i) structured focus group discussions (FGDs) with beneficiaries and cooperating partner staff; (ii) structured key informant interviews (KIIs) with beneficiaries, cooperating partner staff, national and local government representatives, implementing partners, FAO and UNDP project staff and other key stakeholders in the country; and (iii) direct observation of project activities and outputs. The fieldwork took place in all the project implementation sites.
8. The evaluation adhered to the United Nations Evaluation Group (UNEG) Norms and Standards and is in line with the FAO Office of Evaluation (OED) Evaluation Manual and Guidelines for the conduct of programme evaluations. Gender and equity aspects were examined throughout the evaluation, as it is a cross-cutting theme.
9. As mentioned above, different data collection methods were utilized and both primary and secondary data were collected to address the different objectives and issues under the evaluation matrix. In line with the evaluation ToR, data was collected using the following evaluation criteria: relevance and strategic positioning, efficiency and coordination, effectiveness, sustainability and ownership, coherence, conflict sensitivity and catalytic effect, which generated information that provided answers to the evaluation questions outlined in Box 1 above. The evaluation team also utilized evidence in the progress reports collected during the implementation.
10. The evaluation used a combination of random and purposive sampling. The Evaluation Team worked with the implementing agencies to identify the intervention areas and the beneficiaries. The areas for data collection were identified using random sampling while unique interventions that needed to be included in the data collection were selected through purposive sampling. The aim was to ensure a representative group for the assessment. Table 1 below shows a total of 99 crop and livestock farmers (from 11 communities) participating in FGDs, and 14 KIIs were conducted. In total, 31 discussions were held, which consisted of Government Ministries, Implementing Partners, PBF Secretariat, FAO and UNDP Programme staff; 12 KII questionnaires were completed. A total of 144 project individuals in the project participated in this evaluation, including the 99 crop and livestock farmers mentioned above.

**Table 1: Evaluation interviews and FGDs conducted**

Type of interviews	Location	Number of discussions held	No. of individuals participating in group discussions
<b>Interviews with project stakeholders (not beneficiaries)</b>			
KII with partners	Banjul	10	16
KII with ministries in the Regions	Central River Region South (CRR/S)	1	3
	North Bank Region (NBR)	1	10
	Upper River Region (URR)	1	4
	West Coast Region	1	5
	<b>Sub-total</b>	<b>14</b>	<b>38</b>
<b>Interviews with beneficiaries</b>			
FGDs with beneficiaries	CRR/S	7	73
	NBR	1	10
	URR	1	3
	WCR	2	13
	<b>Sub-total</b>	<b>11</b>	<b>99</b>
KIIs with beneficiaries (chiefs and <i>alkalos</i> )	CRR/S	3	3
	NBR	1	1
	URR	0	0
	WCR	2	3
	<b>Sub-total</b>	<b>6</b>	<b>7</b>
<b>Totals</b>			
Total number of discussions held stakeholders and beneficiaries		31	
Total number of individuals interviewed			144

## 11. Methods used for collecting data included:

- a) Visual observations by evaluation team members was used to assess key outputs of interest (e.g. bore holes drilled, Cattle Tracks developed, animals tagged, etc.).
- b) Key informant interviews/in-depth interviews were administered to selected stakeholders with vital information relating to the project (e.g. Government representatives, FAO and UNDP project staff, implementing partners, community leaders, etc.).
- c) Focus group discussions were administered to selected primary beneficiaries of the intervention (e.g. forest park management committee, national livestock keeper's association, etc.).
- d) Extensive desk review of different reports: project and partner reports, existing literature and project-related documents.

## 12. The evaluation, through specific interview guides for each respondent type, developed surveys for beneficiaries. Assessments by the evaluation team were based on gathered evidence, and data obtained from various respondents fed into the data collection.

**Table 2: Respondent groups**

Type of respondent (and tool used)	Respondent groups
KII project staff (interview guides)	FAO, UNDP and CSOs or Implementing partner staff
KII local government (interview guides)	Ministries of Lands and Regional Government, Agriculture, Environment, Climate Change and Natural Resources, Justice, The National Environment Agency and National Assembly
KII civil society (interview guides)	National Livestock Keepers Association (NaLO), Tango, WANEP, Action Aid, and ADRC
Direct and indirect beneficiaries (survey questions, collection and analysis)	Youth, chieftainship, alkoloship, crop and livestock farmers
Most significant change (evaluation team observation)	Direct and indirect beneficiaries, population in intervention area, stakeholders and project staff

## 1.5 Limitations

13. COVID-19 presented a clear limitation for this evaluation. The team leader was unable to travel to the Gambia and the field visits undertaken by the national consultant following COVID-19 protocols in place, limited the number of locations accessible to be visited, further constrained by security concerns. In addition, the team leader also contracted COVID-19 which had a direct influence on the evaluation process and timeline.
14. At the time of the design and data collection phase of the evaluation, neither the project final report nor the endline report were available. This caused some delays as this led to a longer, more thorough preparation time than originally planned for: the national consultant had to interact first with all key implementers, many of whom were difficult to reach as no longer under contract with the project, before developing a field data collection schedule in order to ensure the evaluation captured the key issues of the intervention. By the end of the evaluation both reports (final report and endline report) were furnished to the evaluation team by the PBF secretariat, and they provided very useful information for the evaluation.
15. Table 3 below shows the summary of key challenges and mitigation measures used by the evaluation team.

**Table 3: Challenges and mitigation measures**

Challenges	Mitigation measures
One limitation were the travel restrictions due to COVID-19 pandemic.	At the inception phase, the evaluation assessed the feasibility of field visits and developed a plan to access project sites within protocol limitations.
Availability of staff and stakeholders involved as most of the project activities that have been completed.	This challenge was partially managed by organizing remote interviews with identified stakeholders. The positive aspect of this limitation was that the evaluation team was able probe the durability of the results, after the completion of project activities.



Lack of final report on the status of implementation.	Although the evaluation was able to access implementation reports, the final report had not been completed. As a result, the evaluation team had discussions with all the key implementation partners to understand the localities and status of implementation before the actual field work could commence.
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## 1.6 Structure of the report

16. Following this introduction, Section 2 presents the background and context of the project; Section 3 covers the findings of the evaluation based on the evaluation questions; followed by cross-cutting issues in Section 4. Lastly, conclusions and recommendations are presented in Section 5, and Section 6 presents lessons learned.

## 2. Background and context of the project

### 2.1 Context of the project

17. During the design of the project, elections took place that led to a change of Government in the Gambia. As a result, tensions and instability related to lingering unresolved disputes over land, ownership and access to natural resources (forests, water and fisheries) in both rural and peri-urban areas particularly in the West Coast Region increased. Disputes erupted over farmlands, cattle tracks and access to water and pasture, cattle destruction of crops, land ownership claims and related transactions and practices, as well as protests related to perceived destruction of the environment by new private sector ventures. Some of these tensions escalated into violent conflicts in places like Faraba-Batang, Tanene, Gunjur, Kartong Jambanjelly, Kerewan Njakoi, and CRR, to mention but a few.
18. The increasing competition for land and natural resources have included common factors such as:
  - a) Inadequate legal frameworks and poor enforcement of existing laws and regulations pertaining to tenure of land, forests and other natural resources highlighted in the Conflict and Development Analysis (CDA) in the Gambia of 2018.
  - b) Multiple and co-existing systems and mechanisms for land transfer and dispute resolution (i.e. customary, religious (Sharia) and statutory/state). These intersecting and overlapping systems lack effective channels or cooperation among them.
  - c) Eroded citizens' (especially youth) confidence in traditional (chieftaincy/alkaloshiip) dispute resolution mechanism compounded by increased transfer of land from communal to private leaseholds with often non-transparent payments to traditional leaders and others.
  - d) Increasing rate of deforestation and forest degradation in the country exacerbated by the rural population's high dependence on forest resources for food, fuel and income.
  - e) Privatization and rise in land-related profitability.
  - f) Persistent tensions in Casamance associated with illegal/armed groups who are believed to depend on the land and natural resources of the cross-border territory between the Gambia and Senegal.
19. Rapid urbanization and growing investments accelerated demand for resources, particularly for construction purposes (sand and timber, the latter also saw increased demand due to exports). This took up land formerly used for crops, livestock and forest reserves, resulting in conflicts such as those in Faraba and Jambanjelly. Likewise, the increasing demand for forages and water resources for livestock, and the absence of cattle tracks has increased tensions between crop and livestock farmers. Therefore, there was a need to ensure that persistent wide-spread tensions did not escalate, particularly as more than two thirds of Gambia's districts are considered agricultural and have both crop and livestock herders and are therefore prone to such tensions.
20. To date, almost all of the 66 forest parks demarcated and gazetted in the 1950s have been encroached upon for farmland and/or settlement purposes. Because of the rising value of timber, due to the timber re-export trade and to the high demand for domestic timber, ownership and access conflicts often emerge between timber felling permit holders and farmers. Under the Forest Act, all naturally grown trees belong to the State even if/when they are growing on a farmer's field. However, this provision is highly contested by many farmers

## 2.2 Background to the project

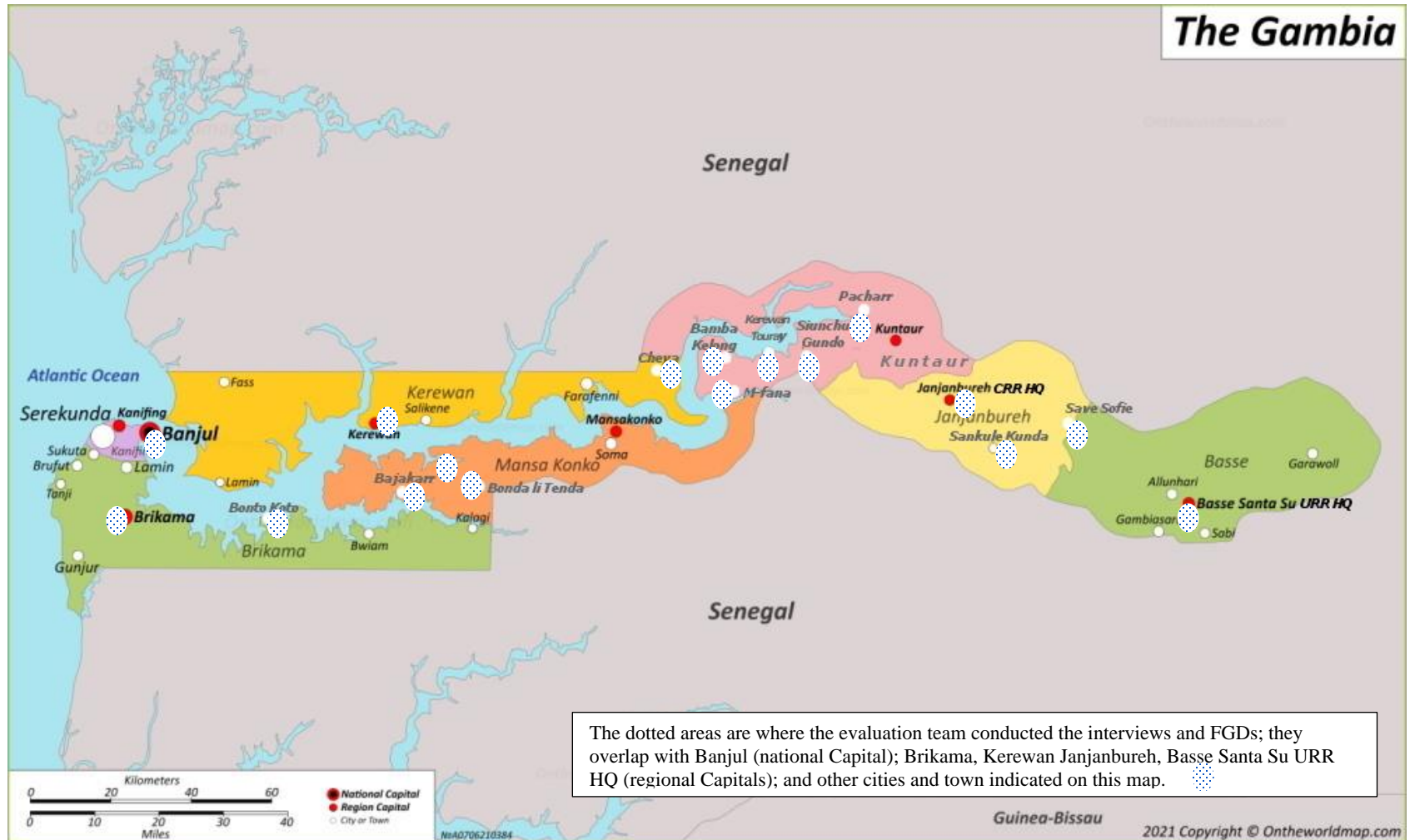
21. The project sought to address conflict over land and natural resources in the Gambia (UNJP/GAM/041) with a budget of USD1.3 million funded by PBF. The project falls under the Gender Promotion Initiative PBF priority window. This is an expression of the Fund's commitment to inclusive peacebuilding. It supports the empowerment of women and the advancement of gender equality and recognizes the important role of women in peacebuilding.
22. FAO, UNDP and the Government of the Gambia jointly implemented the project. The implementation from a government standpoint was undertaken by the Ministries of Lands and Regional Government, Agriculture, Environment, Climate Change and Natural Resources, Justice, The National Environment Agency and the National Assembly. In addition, the following NGOs, as per the project document, also participated: Action Aid, WANEP, and ADRC. The 18-month project was implemented initially from 1 December 2018 to June 2020, when it received a six month no-cost extension bringing it to a close on 22 January 2021. The project activities were focused on the two main regions of WCR and CRR/S, while the sensitization meetings were undertaken in all regions.
23. The overall goal of the project was to reduce land/natural resource-related violence through strengthening resource management and the capacity of dispute-resolution systems, improving and restoring citizens' confidence in land dispute-resolution systems. The project focused on three objectives. The first objective was strengthening legal frameworks. This was in response to inadequate legal frameworks and poor enforcement of existing laws and regulations pertaining to land tenure, forest and other natural resources. The second objective was reduction of land and natural resources-related conflicts. This was in response to rapid urbanization and growing investments that have accelerated the demand for resources such as timber and sand for construction and export, especially in Faraba and Jambanjelly. For this second objective, the project used the FAO Voluntary Guideline on Responsible Governance on Land Tenure Forests (VGGT). The third objective was to implement conflict-resolution mechanisms. The reason behind this was the need to build confidence (especially in the youth) in the dispute-resolution mechanisms of the chieftaincy and alkaloships using different GRMs.
24. The project's intended outcomes were:
  - Outcome 1: Local and national authorities adopt coherent legislative and customary frameworks for equitable land and natural resources allocation, transfer and dispute resolution.
  - Outcome 2: Communities have capacities for, are aware of, and use appropriate dispute-resolution mechanisms to address disputes concerning land and natural resources especially in conflict hot spots.
25. **Outputs:** The main intended outputs were:
  - a) reviewed legal framework and policies to reduce conflict and land related disputes;
  - b) improved capacities of national and local institutions to resolve conflict and disputes;
  - c) increased awareness on legal frameworks/policies;
  - d) established data collection mechanisms to track land disputes and to inform policy and investments;
  - e) developed land resource mapping showing different land uses (cattle tracks and forest parks);  
and
  - f) increased community awareness on different uses of land resources.
26. The selection of beneficiaries was done in coordination with CSOs. Activities were applied through a bottom-up approach, that is to first carry out the conflict assessment and analysis, identify the causes

of conflict, then determine stakeholders' self conflict-resolution, identify field intervention, execute the actual work, and provide training on conflict resolution and water governance during all project phases. This was to ensure that CSOs and stakeholders could reflect on the knowledge gained through training, enabling them to become societal habits.

27. Overall coordination was provided by the FAO Representative (FAOR) in the Gambia, and direct supervision carried out by the Assistant FAOR and the Lead Technical Officer (based at FAO's Regional Office) in collaboration with the National Project Team (including M&E). The Project Management Unit (PMU), headed by the National Project Manager from FAO, managed the day-to-day operations of the project, with necessary technical expertise contracted externally for specific inputs and for providing on-the-job training to beneficiaries and other relevant staff members. The PMU was responsible for technical inputs to the project, including the logframe of project activities, supervision, monitoring, and reporting, in close association with members of the field team. FAO and UNDP were expected to work with implementing partners from the government ministries and the CSOs at the grassroots level who directly or indirectly benefited from the intervention; these are members of TANGO, which included Action Aid and ADRC. It was established from the project design that UNDP was to work with the Ministry of Lands, Action Aid and WANEP, and FAO was to work with the other government ministries, ADRC and WANEP, as indeed occurred during project implementation.

## 2.3 Geographic locations of the project

Figure 1: Map of the Gambia showing the regions of the project



## 2.4 Key partners involved in the project

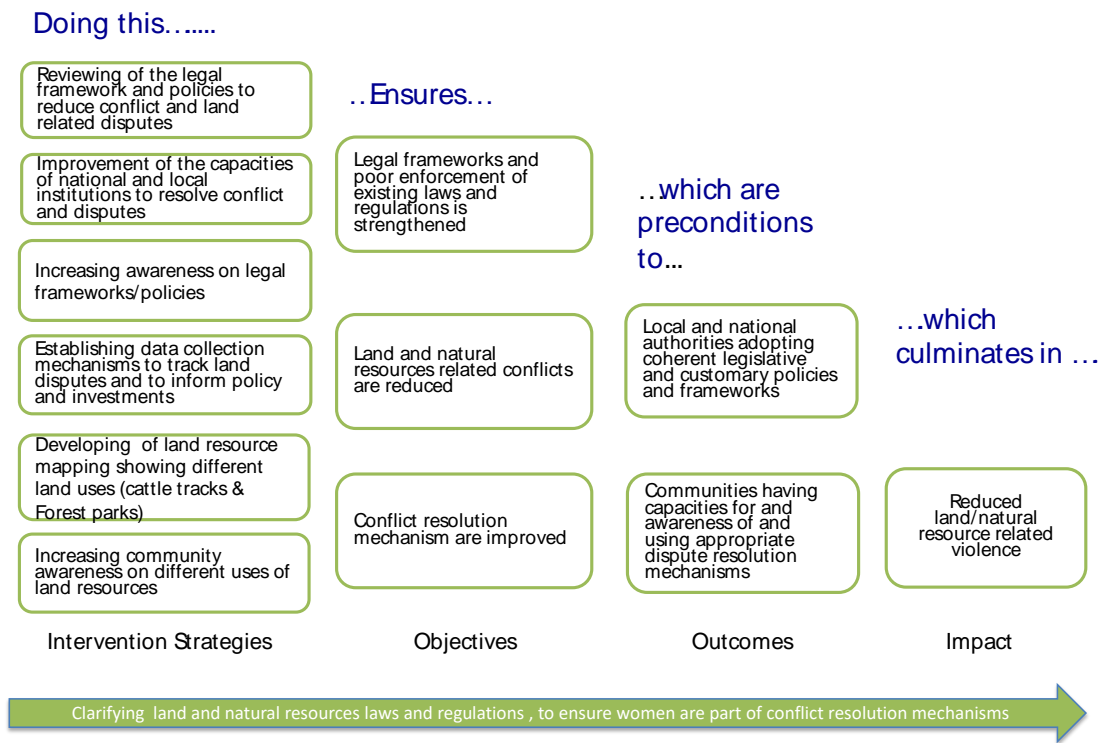
28. The Implementing Partners (IPs) of the project, in addition to UNDP and the Government of the Gambia, were CSOs that were members of TANGO, a national network that supports advocacy on behalf of the CSOs that were implementing the project.
29. Implementing Partners included: Action Aid International Gambia (AAIG), Alternate Dispute Resolution Secretariat (ADRS)), National Livestock Owners' Association (NaLOA) and the West Africa Network for Peace (WANEP).
30. Action Aid International Gambia: under Outcome 1, AAIG implemented a consultancy titled "Empirical Assessment of Grievance Mechanisms for Land and Natural Resources Disputed Resolutions".
31. Alternate Dispute Resolution Secretariat (ADRS): under Outcome 1, ADRS implemented face-to-face sensitization, and 30 participants took part in each of the 25 communities (14 in WCR and 11 in CRR/S) in such activities around dispute resolution management in land and natural resources.
32. National Livestock Owners' Association (NaLOA): under Output 1, NaLOA implemented sensitization on conflict management between crop and livestock farmers in 11 villages (seven in CRR/S and four in WCR).
33. West Africa Network for Peace (WANEP): under Outcome 1.2 (*Capacity of national and local Institutions strengthened to enforce inclusive LNR governance and conflict resolution mechanisms*), WANEP implemented their planned activities: (a) assessment of land and natural resources related conflicts in URR, CRR, LRR and WCR; (b) development of training manuals on land conflict management (audio versions translated into the four local languages of English, Fula, Mandinka and Wollof; drama performances were also used in these languages); and (c) training of beneficiaries through the Technical Advisory Committee (TAC) and Multi-Disciplinary Facilitation Teams (MDFTs). Some of the major challenges faced were that opinion leaders were not trained, and the virtual training was not done due to the COVID-19 pandemic.
34. UN-Habitat: this agency was recruited to support the Land Information System for the Ministry of Lands. This selection was based on their experience in doing such work in other countries.

## 2.5 Theory of change

35. The theory of change is intended to explicate all assumptions in order to (i) clarify the drivers of conflict being addressed; (ii) state clearly the intended outcome of programmes; and (iii) articulate how and why the programme will address the drivers of conflict and achieve its intended outcomes. The project assumptions are highlighted in Figure 2 below. The conflict drivers are lack of supportive regulations and policies, lack of dispute resolution mechanisms, and degradation of land and natural resources due to human-to-human and human vs. natural resources conflicts that, if addressed, would contribute to peace and social cohesion. The intended change of this project was to bring about conflict transformation on land and natural resources.
36. The project theory of change stated that:
  - if the communities most affected are supported to develop and implement and share coping mechanisms;

- if the development and sharing of community coping mechanisms of communities are supported by institutions, training providers and other support through the provision of knowledge and improved land administration procedures;
- if the communities are enabled to manage existing tensions and new conflicts:
- then violent conflict arising from adverse impacts of urbanization, destruction of livelihoods will be prevented and tensions resulting from its stress on the most vulnerable communities will be reduced.

**Figure 2: The project’s theory of change based on the design**



**Source: Evaluation team**

37. To achieve the change three pathways to change were identified; these are:
- a) support to local and national authorities to adopt coherent legislative and customary frameworks that will lead to equitable land and natural resources allocation, transfer and dispute resolution;
  - b) support for communities to have capacities for, become aware of, and use appropriate dispute resolution mechanisms so as to address disputes concerning land and natural resources especially in conflict hot spots; and

- c) development of land resource mapping showing different land uses (cattle tracks and forest parks) so as to increase community awareness on different uses of land resources and contribute to reduction of conflict over land and natural resources.
38. In reviewing the TOC, the evaluation team assessed the relevance, efficiency, effectiveness, sustainability, catalytic effect, conflict sensitivity and synergies in the implementation through methods that included – but were not restricted to – reviewing the programme documents, articulating the feedback of the programme stakeholders (FAO, UNDP, Ministries, NGOs/CSOs and beneficiaries) and reviewing prevailing literature on the project. Conclusions were drawn regarding the level of concordance between the articulated project theory and the implementation of the project in reality.
39. The evaluation found that the theory of change was valid and founded on sound conflict analysis for affecting the conflict dynamics and the proposed actions would have yielded the desired outcomes. However, the expected changes did not take place because the project made incorrect assumptions about the time some of the activities, such as changes in the laws and regulations, would require. Therefore, the expected changes from this particular set of actions were not achieved as these required more time for addressing all the drivers of conflict. Secondly, the project was not implemented properly. There were implementation delays related to procurement and staff recruitment, which did not proceed as planned (for example, recruitment of the project coordinator). In conclusion, although the theory of change was valid, it was insufficient as it did not adequately reflect the assumptions needed for success. While it was able to identify the conflict factors, it was found to be an insufficient tool and lens to effectively address the overall dynamics of peace and conflict during the project duration.



### 3. Findings

**How relevant and responsive has the project been to supporting the technical areas and peacebuilding priorities in the Gambia, as outlined in key UN and Government strategic documents? Was the project relevant to the UN's peacebuilding mandate and the Sustainable Development Goals (SDGs), in particular SDG 16?**

40. Findings are analysed and presented according to the evaluation questions.

#### 3.1 Relevance and strategic positioning

**Finding 1. The project was clearly appropriate, aligned to the main peacebuilding goals and responded to the conflict challenges in the Gambia. It was also in line with the priorities of the United Nations Development Assistance Framework (UNDAF), FAO, UNDP, and the SDGs - the project specifically contributed to SDGs 16 on peace, justice and strong institutions.**

41. Overall, the project contributed to UNDAF for the Gambia covering the period 2017–2021 with three key priority areas: (a) governance, economic management and human rights; (b) human capital development; and (c) sustainable agriculture, natural resources and environmental management. The disputes identified and addressed by the project contributed to the three areas of UNDAF. The policy and legislation activities supported the first priority. The sensitization addressed the second priority, and activities to address the livestock farmer conflict addressed the third priority.

42. The project also contributed to the National Development Plan (NDP), which outlines key development priorities for poverty reduction and maintenance of peaceful co-existence of the citizens in view of land related challenges. The intervention was relevant in cohesively addressing persistent conflicts between farmers and cattle owners and highlighted gaps in the legal framework, supporting the land commission and assessment of communities and training of local authorities (e.g. chiefs) on land and natural resource issues.

43. The project was in line in with the national efforts towards peace and democracy in the Gambia through addressing land related disputes and conflict. The design was done during a disputed election period. As a result, it was responding to the priority to promote social cohesion regarding land related disputes in the target areas of the project. The following are ways the project promoted social cohesion:

- Training of local government staff on land natural resources management: this training helped local government staff better manage land disputes and the sharing of natural resources between communities.
- Demarcation of forest parks helped avoid conflict between: (i) agriculture (farming crops and livestock) and forestry; (ii) loggers and communities managing the forest parks; and (iii) the forest park managed by people who are selected by communities (i.e. democratic management).
- Cattle tagging, watering points and cattle tracks: (i) identification of lost cattle is easier (preventing dispute) cattle theft has been greatly minimised; (ii) watering points helped to reduce the conflict in swamps between rice farmers and cattle owners taking their cattle to water in swamp areas where rice is grown; (iii) setting up of cattle tracks by the beneficiary communities greatly reduce the potential conflict between cattle owners and farmers, as the cattle tracks stayed clear of farms; and (iv) the tagging, identification of cattle tracks and

watering points benefit all crop and livestock farmers, including through extending the consultation process to all farmers.

- Communities were trained in peacebuilding.
  - Overall the process of identifying the project sites was democratic and peaceful since the IPs and communities worked together to identify beneficiaries and locations of project interventions, especially watering points and cattle tracks.
44. The project was also aligned with government priorities and with recent institutional reforms. At the time of its design, it was appropriate and strategic to the main technical areas around land issues in the country. The Gambia held general elections and the project contributed to the enhancement of the democratization processes, through encouraging civic participation and engagement. As a result, the project contributed to creating increased spaces for inclusive dialogue at the community level including for conflict resolution and other activities. In essence, the project identified space and means to address persistent land-related issues in an inclusive manner by ensuring that many voices and opinion were heard. Within the relatively short duration of the project there is indication *via* respondents from stakeholders and beneficiaries that this has helped create a culture of balancing different opinions and practices. The Local Government Act gives *alkalos* who are the Village Heads the mandate and authority to represent all the people in the villages; they work under the Ministry of Lands and Regional Government. As a result, the evaluation noted that the vulnerable rural people and youth were represented in the *alkalos* and Village Development Committees.
45. FAO supported the Ministries of Agriculture and Forestry as well as the National Nutrition Agency to develop gender-sensitive policies and legal frameworks targeting the poorest population, with the objective of providing access to basic services for the most vulnerable. FAO assistance in the Gambia is shaped by the 2018–2021 FAO Country Programming Framework (CPF), centred on four priority areas:
- a) enhance the enabling environment and capacity development for increased, sustainable and diversified agricultural and fisheries production and nutrition;
  - b) sustainable natural resources management for climate change adaptation and mitigation;
  - c) strengthened food, agriculture and natural resources value chains for income generation and employment creation; and
  - d) strengthened resilience and capacities for disaster risk reduction and management, and climate change adaptation and mitigation.
46. Jointly formulated with the Government and other partners, the CPF reflects relevant priorities in key national development policies, including the Gambia’s National Development Plan (2018–2021). The CPF contributes to global environmental and sustainable development commitments, including the SDGs and is aligned with the 2018–2021 UNDAF for the Gambia.
47. The project was also aligned with both the United Nations Development Assistance Framework 2017–2021 and the UNDP Strategic Plan 2014–2017. The strategic plan focuses on: (a) inclusive economic growth and poverty eradication; (b) governance and human rights; and (c) environment and resilience development. UNDP aimed to leverage its comparative advantage by addressing the root causes of vulnerability to accelerate growth, build resilience and promote good governance while complementing the efforts of the United Nations Country Team.
48. Like FAO, UNDP supports national efforts for sustainable human development in line with the Gambian NDP 2018–2021, which is aligned with the 2030 Agenda for Sustainable Development, the SDGs and

the African Union Agenda 2063. To deliver on its mandate, UNDP partners with key government institutions and employs different means of actions including institutional capacity strengthening.

49. The project was relevant to the needs and priorities of the target groups/beneficiaries. It has been responsive in addressing drivers of conflicts at community, regional and national levels in line with Government peacebuilding priorities and UN strategic objectives.

**Was the project relevant in addressing conflict drivers and factors for peace identified in a conflict analysis? Was the conflict analysis for the project design adequate?**

50. **Finding 2. The project's conflict analysis at design stage was adequate to identify the key conflict drivers and the appropriate interventions to address them. It was appropriate and strategic to the FAO and UNDP technical areas and to the peacebuilding objectives in the country at the time of the project's design.**

51. The project was informed by the 2018 conflict analyses which identified access and ownership of land and natural resources management as key conflict drivers. As such, the project was appropriate and strategic and acknowledged the need to strengthen legal frameworks for land and natural resources. It also went further by providing some physical interventions such as watering points and cattle tracks to mitigate the conflict between crop and livestock farmers, which was key. On the issue of awareness of land dispute resolution mechanism by communities in conflict areas, the local government personnel, especially chiefs and *alkalos* were only aware of traditional means. Activities carried out through this project made them aware and knowledgeable of the legal aspects relevant to dispute resolution.

52. Clarifying the purpose and ownership of watering points and cattle tracks at community level helped to mitigate the conflict between crop and livestock farmers, which had increased tensions in the communities. In the process, the project worked with relevant government institutions and supported institutional capacities to improve their role in the land governance. The Department of Livestock Services (DLS), for instance, indicated that the provision of livestock facilities (e.g. two boreholes with drinking troughs and cattle tracks leading to these watering facilities) combined with the cattle identification and traceability activities were relevant for the control of cattle rustling and data collection. Management committees were put in place to ensure proper management of the investment, which was seen as another positive effort by the project in addressing conflict drivers through community-led natural resources management. By the same token, the selection and participation process included community consultations in which chiefs, *alkalos*, NaLOA, women and youth leaders participated in determining the selection of suitable project intervention sites where solutions could be formulated and practiced.

**Was the project relevant to the needs and priorities of the target groups/beneficiaries? Were they consulted during design and implementation of the project?**

**Finding 3. According to the feedback from the field, the project was relevant to the needs and priorities of the target groups/beneficiaries. The project adopted a participative approach putting the people at the centre of the implementation. However, the few interventions in two geographical areas and inadequate project management reduced the impact of the project.**

53. The ADRS noted that the project activities related to land and natural resources dispute resolutions were important to the communities and the country as a whole, and was designed and targeted to address some of the pressing conflicts around these issues. Feedback received from beneficiaries and

government representatives similarly stated that the project was relevant to the communities in the implementation areas, and that the issues discussed during face-to-face meetings and real-time solutions provided by the implementing partners served to address these land related disputes among farming and livestock communities, thus contributing to promoting peace and stability.

54. The project is notable as being the first of its kind in the Gambia to address land administration issues. The feedback from the field on the sensitization and training indicated that it was very relevant to the local government staff who are always dealing with grassroots disputes on land ownership and farmland. It became apparent during the training that local authorities (who play an integral role in the land administration) were rarely aware of the laws that govern land administration in the country. As a result, the training of about 200 National and Local Authorities helped to create capacity and public awareness regarding land administration procedures, land laws, natural resources and existing conflict resolution mechanisms throughout the country. The evaluation team collected feedback and testimonies that were positive and appreciative of the strategy to educate citizens in legal affairs. The results were found to be two-fold: firstly, in revealing to community members rights they may not have been fully aware of and, secondly, it encourages trust in the legal system as a vehicle to resolving issues.
55. The evaluation team found that the sensitization training activities on legal issues developed for government officials were informed by gap analyses, which revealed the limited knowledge among the lowest government levels on these issues. As a result, there was a need for a refresher for these officials so as to effectively mediate in land-related conflicts. In some locations, local officials were trained together with community leaders. The project also made an effort to train local community members in the same dispute areas. The lesson learned, as stated by implementing partners, is that target group or community consultation needs to be built into project design.
56. All parties interviewed stated the relevance of the project, especially in terms of its dual focus on land ownership and land use as well as it being a key example for future public participation in conflict resolution and peace building efforts. This is confirmed by participants interviewed. One chief stated that *“traditionally we used to settle land disputes in our own traditional ways but this training has made us aware of the legal procedures”*; another stated that *“change has to come but it has to start with us and the chief has to take the lead”*; and a third noted that *“after the sensitization other dispute resolution frameworks became known to us which we were unaware of previously.”*

**To what extent did the project respond to the technical areas of land and natural resource management and peacebuilding gaps?**

Finding 4. FAO leveraged its technical know-how with Government to support the project in the area of land and natural resource and reduce conflicts in the Gambia, but fell short of its intended reach.

57. The project interventions were to help to resolve and reduce land-related conflicts in the long run. Providing watering points for cattle in areas where access to water was challenging and supporting the demarcation of cattle tracks helped to minimize conflicts between livestock owners and farmers. This, in turn, gave Government more leeway in its promotion of conflict resolution efforts using both traditional and formal redress mechanisms through sensitizing the population on Land Acts and Policies applied by the local government authorities in addition to the traditional methods used before. Indeed, land administration decision-makers were, through these traditional redress mechanisms, rarely aligned with the laws. Overall, this alignment improved and minimized individual prejudice in decision-making and ensuring more fairness.

58. The project was in line with the main technical areas of the implementing agencies and government, as well as with the peacebuilding goals and challenges in the country at the time of the project's design. The project was expected to equip and contribute to peacebuilding initiatives that would calm simmering tensions around land issue. In that context, the sensitization focused on the governors of the targeted regions as an entry point to mobilizing participants for the trainings. Although this proved successful, it fell short of its anticipated reach, as the training was mostly limited to local government staff. The training was supposed to be cascaded to the farmers and livestock owners but this was changed because of the COVID 19 pandemic. Local authorities in areas with high number of conflict-related disputes were selected to participate in the training on land administration, natural resources and conflict resolution. It has proved challenging to fully cascade the training and engage the identified beneficiaries in all areas. This was due to initial procurement delays, project time constraints and budget limitation.
59. The Voluntary Guidelines on the Responsible Governance of Tenure (VGGTs) were FAO's effort to support the government of the Gambia to develop a systematic process to safeguarding the rights of people to own or have access to land, forests and fisheries resources. The VGGT is a benchmark to ensure that a gender-responsive approach was used in the legislative review process, so as to be more inclusive of the rights of women in the security of land tenure. The VGGT is considered a true global norm of reference in the governance of (land) tenure, and is a mechanism promoted by FAO in establishing secure tenure rights. They also aim to contribute to sustainable livelihoods, social stability, housing security, rural development, environmental protection, and sustainable social and economic development.<sup>1</sup> The government endorsed the use of the VGGTs. This was done through a partnership between government and non-state actors to support GRM in land and natural resources. Action Aid International was contracted to promote the VGGT agenda on land and natural resources governance. The first task was to undertake a gaps assessment. The findings of the assessment were supposed to be used to revise the legal frameworks. However, the revision was not achieved during the lifetime of the project. Nevertheless, the assessment is seen by the key stakeholders, partners and the evaluation team as a major contribution for the future revisions of the laws and regulations, which interviewed government officers indicated to be in planning (without being able to indicate a specific timeline for such a review of laws and regulations).

**Did the project's theory of change clearly articulate assumptions about why the project approach is expected to produce the desired change? Was the theory of change grounded in evidence?**

Finding 5. The theory of change was valid and relevant to the conflicts identified in the Gambia but was not sufficient because it was overly ambitious in terms of timeliness. However, the implementation of the few activities despite challenges provided some concrete evidence of conflict resolution and peacebuilding.

60. The theory of change was used to analyse the two outcomes: (i) local and national authorities adopt coherent legislative and customary frameworks for equitable land and natural resources allocation, transfer and dispute resolution; and (ii) communities have capacities for, are aware of, and use appropriate dispute resolution mechanisms to address disputes concerning land and natural resources especially in conflict hot spots. The evaluation assessed the objective of providing credible evidence to justify that the project priorities were the most appropriate and most likely to contribute to a higher level of change in target communities. It is clear that despite short-comings experienced (such as not fulfilling the review of current legislation), the project built capacities by providing training sessions on conflict management, leadership skills and peacebuilding with the view towards changing the attitude

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<sup>1</sup> <https://www.fao.org/tenure/voluntary-guidelines/en/>

and behaviours of target communities. It has also supported concrete tangible activities such as the provision of water points and tracks for cattle to reduce farmer–herder conflicts and has also sought to implement demarcation and mapping of the forest parks.

61. Feedback from beneficiaries indicate, to a large extent, that these activities influenced and positively changed the behaviour and attitudes of citizens, who became agents of change and peace in their communities, as noted later in this report. As such, the theory of change was grounded in evidence during project implementation.

### **3.2 Efficiency and coordination**

**How efficient was the overall staffing, planning and coordination within the project (including between the two implementing agencies and with stakeholders)? Have project funds and activities been delivered in a timely manner? How well did the project team communicate with implementing partners, stakeholders and project beneficiaries on its progress?**

**Finding 6. There was mixed feedback with respect to the overall staffing, planning and coordination within the project. For the beneficiaries and IPs, the project was well coordinated because FAO implemented most of the activities; however, at the agency level, there was some misunderstanding on project coordination.**

62. The project ran from November 2018 for 18 months, with a six-month extension. According to the project design, the lead agency was to recruit the coordinator competitively, to be based at the FAO office. The FAO recruitment process for the project took more than six months to complete, which resulted in project delays at the beginning of implementation.
63. The partner agencies indicated that the staffing for the project was inadequate for the activities to be implemented. The project was implemented by three dedicated FAO staff; project coordinator, M&E officer and an assistant. There was also some support from the FAO country office’s technical team (livestock and NRM officers), while there was no indication of support from FAO’s Regional Office. Furthermore, the role of the FAO recruited project coordinator and the M&E responsibility were not clear to UNDP. However, the evaluation found out that this misunderstanding on roles did not have a significant effect on project implementation. This was mainly due to the fact that UNDP was implementing only one activity while the other activities were implemented by FAO. This issue was a result of ineffective communication between the two agencies, and should have been addressed through more clearly defining the roles of and responsibilities of the two agencies and specifically the TORs of the project coordinator by the project steering board, had it been effective in providing strategic direction.
64. From the feedback from government agencies and key stakeholders, it was clear that the collaboration of the agencies with the implementing partners was strong. Communication between the project and IPs were well maintained. Nevertheless, some emerging findings from discussion indicates that the management approach was not always efficient and that only limited support was provided to partners due to limited capacity. This is evidenced for example by the poor workmanship on some for the investments, such as the boreholes, as a result of lacking provisions for technical oversight of such engineering works. For example, the watering point was too deep for the smaller animals to reach. In KIIs from livestock ministry respondents in the region it was also mentioned that there was lack of information on contractual conditions and there was no access to documents, which suggests that not all partners were equally informed on the overall project

65. According to DLS, factors that contributed greatly to the efficiency of their achievements were the appointment of a liaison person between DLS and the project, good and well-coordinated team work, the service of a determined and hardworking project coordinator, a proactive team at DLS, good consultation with relevant partners, and relevant support given to the beneficiaries. Despite overall positive collaboration, efficiency among UN agencies and between UN agencies and implementing partners remained uneven.

**How efficient and successful was the project's implementation approach, including procurement, number of implementing partners and other activities?**

66. The project had a threshold for procurements of under USD 100 000 to be signed off in -country. For procurements over that threshold, requests would have to be sent to FAO headquarters for delegated authority. The delays in commencing implementation led to cost escalation above the country-level threshold. This meant the procurement had to go through headquarters, which resulted in additional requisite processes and delays. The unavailability of materials locally increased the financial cost as did the time needed to complete activities, affecting timely delivery of project funds and activities. As a result, FAO sought a six-month no-cost extension to try and complete the activities. Despite the extension, the implementation did not improve because the COVID-19 pandemic led to further delays and did not enable to project team to recover lost time. This led to a low performance, standing at 68 per cent at project-end. According to the PBF Secretariat, under their portfolio in the Gambia this was the lowest level recorded out of the four projects that closed in 2020.

**How efficiently did the project use the project board?**

**Finding 7. The project steering board functioned well until the onset of COVID-19, when coordination became problematic.**

67. On the performance of the project steering board, it was noted that the members of the board were formally appointed as planned and effectively oriented the project. Until the onset of COVID-19 pandemic, the board members met quarterly and did site visits. The boards' findings and recommendations were utilized at the technical level to make changes and request for the no-cost extension. However, FAO noted that at times it was difficult to convene the steering board, especially government representatives, due to their busy schedules. The COVID-19 pandemic put a stop to the board's ability to meet and therefore to steer the project effectively.

**How well did the project collect and use data to monitor results? How effectively was updated data used to manage the project?**

**Finding 8. The project experienced delays in data collection and reconciliation of financial expenditures to guide implementation. This was due to implementation delays, staffing and coordination challenges, for example, the baseline was undertaken and only completed in November 2020 at the end of the project.**

68. On M&E of the project, FAO noted that there was a general data problem with UNDP in managing the project activity implemented by that agency. With regard the FAO-implemented project activities, the information was mainly collected/generated through activity reports and mission reports, and monthly and quarterly data were collected to monitor progress and challenges; the respondents noted that collected data was analysed and recommendations were made for informed decision-making by project management.

69. Irrespective of these impressions, indicative of the challenges related to data collection and M&E is that the baseline was only completed in November 2020 and so was not effective in guiding the implementation of activities. The delay was a result of implementation delays, staffing (recruitment of a project coordinator) and initiation of project activities, and project coordination challenges, including between the agencies. The collection of project data appears to have been pursued in order to establish results and impacts, but without a baseline meant it lost much of its usefulness. Notwithstanding these challenges, the project utilized good processes including good planning and result oriented delivery despite the lack of a baseline.
70. The role of the PBF Secretariat was key in the implementation of this project. The Secretariat undertook its own parallel monitoring of the project activities. As a result, they were informed on the challenges facing the project. The monitoring was linked to their contribution to the UNDAF result areas.

**Overall, did the project provide value for money? Have resources been used efficiently?**

**Finding 9. Despite the challenges experienced in terms of procurement delays and severely under-achieved engineering works and their utilization, the project has demonstrated a certain level value for money. This is evident from the positive feedback from government ministries and beneficiaries on the contribution of the project.**

71. Table 4 below shows the total PBF-approved project budget by recipient organization. According to the final report, the cumulative average delivery stood at 68 percent. According to the design, this project was to use gender-responsive budgeting. The project was expected to indicate the amount in USD from the project document, to be allocated to activities focused on gender equality or women's empowerment. The total budget allocation for this was at 'Level 2' and a total of USD 560 000 was allocated. The final report shows that a total of USD 355 472 (63 percent of the allocation) was utilized for gender equality and women empowerment.
72. On the investment on boreholes, it was noted that only two boreholes were implemented from the proposed 10, as the cost was substantially underestimated in the design document. Some materials had to be imported, which increased the cost substantially. Furthermore, additional structures which were implemented in the project (such as cattle tracks, troughs, and solar pumps) were not costed at project inception. When the actual specifications were done by the engineers, the budget intended for 10 boreholes could only cover two boreholes (at the cost of USD 179 000, whereas the total budget for the 10 boreholes was USD 237 837). The two boreholes were drilled in WCR and CRR: these are the main project areas and borehole sites were selected based on cost. The two boreholes are meant to serve 17 communities in need. This was a big deficiency in the design costing, which became an impediment to project implementation. Evidence collected by the evaluation team (noted below) indicate that these boreholes are not actually in use. This is considered a significant failure of the project.

**Table 4: Budget allocation and expenditure**

Agency	Budget (USD)	Total Expenditure (USD)	% of budget
FAO	1 100 000	685 657	67%
UNDP	200 000	145 819	78%
Indirect	85 047	58 203	68%
Total	1 300 000	889 679	68%

Source: Budget as per project report



73. Local, regional and national officials' capacities were enhanced through training and provision of equipment, GPS, mapping printer and establishment of a database system for identification and traceability of cattle. These constituted critical capacity support for the ministries to continue their work, particularly even after the project closed.
74. Finally, notwithstanding the observations above, the project was found to have provided value for money under the circumstances, particularly considering that collaboration and involvement of partners at national and community level was noted to be good, foremost with regard to watering points and forest parks. However, the implementation of activities experienced delays as a result of procurement challenges, erroneous cost estimates at design stage, and institutional limitations which should be reviewed internally and will need to be dealt with in subsequent projects.

**To what extent did the project ensure synergies within different programmes of UN agencies and other implementing organizations and donors with a similar portfolio?**

**Finding 10. While the project UN agencies tried to 'deliver as one' and sought synergies from other UN agencies such as UN-Habitat that have experience in land information systems, little success was achieved due to COVID-19 travel restrictions; furthermore coordination with UNDP was inadequate.**

75. The project design stated that UNDP was to develop guidelines for local land disputes in the local languages. However, the gap assessment on the existing legislation and an empirical assessment that was supposed to be used to identify the legal frameworks for review/drafting were only completed at the tail-end of the project. On this activity, the design was extremely over-ambitious for an 18-month project, and the delays could have been foreseen. The respondents indicated that reviewing current and drafting new legal frameworks required a lot more time to finalize.
76. UN-Habitat was selected to undertake the installation of the Land Information System with the Ministry of Lands given their experience in other countries and in an effort to ensure UN delivering as one, however the project was not able to carry this out. Initially, rotational changes of staff hindered the process, then COVID-19 barred travel from Kenya to the Gambia, which, given the limited implementation period for the project, prevented the installation of the system. Similarly, many outreach, awareness raising, and training activities could not be carried out at all or at the scale envisioned due to COVID-19 related restrictions. All things considered, these challenges were both formidable and while rotational staff changes could have been better managed and mitigated, the pandemic could not have been foreseen by the project.
77. As previously outlined, overall coordination between FAO and UNDP was inadequate, with gaps in M&E data for UNDP's activity and general lack of clarity as to the respective roles and responsibilities.

### **3.3 Effectiveness of implementation**

**To what extent did the PBF project achieve its intended objectives and contribute to the project's strategic vision? Did the project achieve its outcomes and outputs and what progress did it make against its indicators? What has impacted the achievement of results? Have there been any unintended consequences?**

**Finding 11. The project made a significant contribution by undertaking a gap assessment on the existing regulatory frameworks and useful, although limited, sensitization of the institutions mandated to regulate and guide land issues to reduce conflicts. However, the project was not**

able to institute revisions to the laws and regulations. The design was overly ambitious as changes to the laws and regulations require more than two years to be implemented and take effect.

78. One **key informant** reported that *“overall, the outcomes may not have been achieved as a majority of the output indicators were not achieved or were achieved late in the project and as such did not leave room for final interventions necessary for the achievement of the outcome to take place.”* In addition, they suggested that *“several key activities necessary for the achievement of the outcomes could not be completed and poor targeting and budgeting during the design of the project also contributed [to low project achievement], e.g. the project planned to establish 10 watering points but when it came to implementation, the available budget could only establish two watering points”*. As indicated in the efficiency section above the boreholes were under-budgeted from inception. Since the resource envelope was fixed, the project team had no alternative but to work within that budget, and, as discussed earlier, the agencies experienced delays in commencing the activities of the project. It is important to highlight that this under-budgeting created unintended consequences for the project as communities that had been identified were not able to get the promised investments e.g. boreholes. The ten sites were identified and communities were informed but later it was discovered that the budget was not enough. Although the communities were informed of these developments, there was a lot of dissatisfaction.

*Assessment of the Grievance Redress Mechanisms (GRM) in Land and Natural Resources (LNR)*

79. Although the provisions of the existing land laws, especially the Lands Regions Act 1991, had limitations in ensuring gender equity with regard to access to land, provisions in the law protected women’s tenure rights. However, the lack of knowledge of the authorities who are supposed to apply these laws, meant most decisions were based not on law, but on customary laws. Consequently, in a highly patriarchal Gambian society, decisions on land rights tended to favour males in the society.
80. The project contracted **Action Aid International the Gambia (AAITG)** to undertake an assessment of the GRM in LNR as part of the efforts of to promote VGGTs on LNR governance. The assessment focused on accessibility, affordability, independence, impartiality and transparency against accepted standards by paying attention to land disputes and natural resources related disputes which may manifest themselves not only in relation to land use for crop farming but also for forestry and fisheries, as well as cattle grazing/tracks. It identified both weaknesses and gaps in LNR governance systems including emerging conflicts, as well as the mechanisms used to address these in the formal and informal system.
81. The assessment showed that most of the land conflicts are in areas under the Land Region Act and are resolved using the non-formal form of GRMs, in great part because these are more easily accessible than formal ones in terms of proximity, costs and reliability. Notwithstanding the importance of non-formal GRMs, lack of record keeping makes subsequent reviews of the cases difficult, as decisions made from these reviews rest in and rely on the memories of individuals present. The study also revealed high levels of unemployment amongst the respondents, which could be driving sales of land, and a factor explaining land-grabbing and illegal migration of youth. These assessments were instrumental and critical in the development of the trainings that followed.
82. The assessment report made key recommendations for improvement which included the following: (i) the need to develop a comprehensive land use policy and strategy for the country; (ii) development of a cadastral map to properly identify, demarcate, adjudicate and register all lands in the country so as to avoid double allocation and double leasing of land; (iii) review and update of all sector policies,

- strategies and laws in order to ensure their alignment to the national land use policy once developed and adopted; (iv) review and update the legal instruments establishing the Land Commission and provide it with greater independence and operational autonomy; and (v) development of a land disputes act to ensure better and effective resolutions of the land disputes. Unfortunately, there was no follow-up planned at project-end as to how this intervention can help resolve and reduce land related conflicts in targeted communities/chiefdoms, and on how well the participation and decision-making capabilities of women have improved with the intervention of this project.
83. West Africa Network for Peace (WANEP) conducted a training needs assessment survey and developed training manuals for the training of trainers among the Technical Advisory Committee (TAC) and MDFTs. They also used national radio stations in the four main local languages to sensitize the communities on the findings.
84. The implementing partners coordinated activities with each other and with local authorities using virtual meetings to achieve results. This was modified due to the COVID-19 pandemic. The training manual, which was translated in four local languages, included the development of short dramas (plays) involving community members as actors to guide community leaders on how to resolve land conflict. The evaluation noted that the dramatization of the issues is an effective tool for communities with low literacy levels.
85. It is clear that the overarching national land policy and deficit in local dispute resolution capacities posed a serious and most concerning threat amongst all the conflict dynamics. As a result, the project provided support to the Land Commission that was established in September 2018 under the Ministry of Local Government and Lands and the ADRS. The ADRS is a semi-autonomous entity that is heavily involved in land resolution due to lack of trust on the customary system, as a result, it was overburdened and under-resourced to be effective. In addition, lack of data and mapping for land demarcation and communal ownership boundaries made upkeep with rapid urban development a daunting task, and one that the project tried to address in order to prevent future instances of violence.
86. This was further confirmed by the findings in the project baseline survey of November 2020. It found three different legal frameworks co-existing, as mechanisms for land management and dispute resolution; these were inherited English law, customary, and sharia laws. It showed that most of the conflicts over land and natural resources in the project areas were resolved through informal means, with very few cases getting into the formal litigation process.
87. The baseline survey also noted that the conflicts between people often occur between customary 'primary' rights to land and 'secondary' rights holders. Conflict between two or more communities could be over farmlands, grazing lands etc., while state and communities could clash over land due to demarcation of forest reserves and national parks, when individuals or communities lose rights of access to certain resources.
88. Implementing agencies and implementing partners had internal capacities for ensuring an ongoing conflict-sensitive approach. There was an established and on-going process of context monitoring using a system that allows for capturing unintended impacts. According to **ADRS**, their monitoring role was done through community leaders such as the *alkalo*.

#### *Capacity development*

89. The practiced sensitization and training in land administration was the first of its kind and very relevant to the local government staff given their role in dealing with grassroots disputes on land ownership and farmland. Local authorities who play an integral role in the land administration generally were not very

aware of the laws that govern land administration in the country: training of authorities, local as well as national, created broader sensitivity to land issues and a growing urge to balance diverse interests, which helps bring about peace. The training of 199 national and local authorities was conducive to this process.

90. The project targeted low income and vulnerable groups (including youth) as beneficiaries and increased their awareness of land rights, and they later participated in efforts to address these issues, including as representatives in the *alkalos* and Village Development Committees. The sensitization and training were very relevant to the target communities because their representatives who participated now understand their roles and responsibilities in land and natural resources disputes resolution. The training also made local authorities understand that decisions on land rights should be based on land laws, thus it has the potential to improve women's access to land which implies access to the means of production, thereby helping improve their economic status. This was confirmed by one informant previously quoted: "*after the sensitization other dispute resolution frameworks became known to us which we were unaware of previously*". According to the baseline report of November 2020, whereas the decision-makers in land administration mostly continue to deviate from formal laws, there is an improved alignment between decisions and the provisions of the law. This reduces individual prejudice in decision-making, thus increasing fairness.
91. The sensitization and training for staff of the regional government was an approach that contributed greatly to the achievement of the desired results of the project. Nonetheless, the major inadequacy with the project design was the inadequate number of participants and the fact that the event was conducted only once. It should have been conducted in each region, allowing many other regional staff to participate. In addition, the event should be a six-monthly activity so that the beneficiaries become more familiar with land and natural resources dispute resolution mechanisms.

#### *Physical activities*

92. Feedback from DLS indicated their appreciation of the livestock facilities brought by the project. As an example, the two boreholes with drinking troughs and cattle tracks leading to these watering facilities and cattle identification and traceability project was found important for the control of cattle rustling and data collection. The sites selected for these boreholes required at least 1 000 heads of cattle and no alternative source of water for livestock. The borehole management committees were put in place to ensure there is capacity to ensure the maintenance and sustenance of the borehole and accessories from the project. They were established and members trained on operation, maintenance and monitoring of the boreholes, pumps, etc. Payment of fees by livestock farmers are used for maintenance purposes, this ensuring sustainability. The activities are expected to continue being relevant in addressing potential conflicts between cattle and crop producers.
93. In the view of the respondents, the cattle productivity improved due to availability of water. The project sought to directly uplift women cattle owners and milk vendors and the intervention would also help reduce land-related conflicts in targeted communities/chiefdoms through the establishment of a data-based cattle identification and traceability system. The pilot GPS marking was located on the cattle tracks and drinking troughs. From the assessment and achievement rates under this activity, it has demonstrated to be very effective in peacebuilding and conflict resolution.
94. According to the **DLS**, the project was understaffed in terms of dedicated staffing, but it benefited from the services of other staff at the FAO Country Office (unaffiliated with the project per se but attached to the organization). In addition, the financial resources for the project were inadequate. This is based on the under-budgeting by the design team; for example, borehole costing and cattle identification tags were not sufficient. In addition, the materials/equipment were inadequate because mobility in

term of vehicles and motorcycles was constrained. This was confirmed by the project team as a design short-coming. As a result, they had to adjust the implementation based on the resource envelop. The use of other (non-project) FAO staff is not unique and the evaluation found it a good way to draw on expertise to leverage resources and was an indication of institutional ownership, but the over-ambitious design hindered effectiveness.

95. From the field interviews with agencies, IPs and beneficiaries, the project to a large extent achieved its intended objectives and contributed to the project's strategic vision, even if outcomes and outputs were only partially achieved, due in part to the COVID-19 pandemic. However, the review of legislation frameworks could not be done due to the late completion of the gap assessment report and the project timeframe. As such, the drafting and reviewing of legislation could not be carried out as it was meant to rely on the gaps assessment.
96. Whilst the above assertions reflect perceptions of stakeholders, the delays in implementation of activities due to inadequate and untimely action of the agencies coupled with procurement delays, affected programme implementation, leading to levels of under-achievement even before the COVID-19 pandemic impacted project implementation.

**How appropriate and clear was the PBF project's targeting strategy in terms of geographic and beneficiary targeting? Did the project adequately consider the gender dimension so as to promote gender equality and women's empowerment throughout the project?**

**Finding 12. The project made a concerted effort to be inclusive and pushed for women participation in all activities but it was not able to achieve its ambitious targets.**

97. The project document adequately took account of the gender dimension by providing 40 percent of the budget to promoting gender equality and women empowerment. It is important to note that was difficult to always get 40 percent women participation on legal framework activities. Gender mainstreaming was addressed through the establishment of gender and youth desks at regional government levels, training of national and local authorities, community sensitizations and capacity development of IPs and beneficiaries. With respect to the project substantively mainstreaming gender and supporting gender-responsive peacebuilding the respondents reported that the project addressed and targeted both genders.
98. The project's targeting strategy using the geographic locations was appropriate and it considered gender and women empowerment; however, during implementation, the participation of women fell short of the established targets. The evaluation considers this a design shortcoming based on lack of understandings of social structures in the Gambia, with the proposed target being overly ambitious. While women were engaged and participated at community levels and benefitted from all the infrastructure ranging from cattle tracks, drinking water points, cattle tagging etc., no significant progress was made to address women's access and ownership obstacles, despite being recognized as a major issue. This would have been addressed had the legal frameworks on land been revised following the legal gap assessment, which was included in the project design.
99. A positive development was the establishment of gender and youth desks at the regional level; these are located in the Women's Bureaux of the Governors' Offices. This has ensured that there are dedicated personnel and capacities in the handling of gender issues going forward.
100. Apart from the national institutions and regional authorities, the project planned to target community members, especially youth and women, to understand and utilize appropriate land resolution mechanism. Based on the limited data available in the final report, the project registered an average

of 20 percent women participation in training and other activities, against a target of 40 percent (i.e., about half the intended target was realized). Indeed, the 40 percent target was ambitious for some of the activities, such as getting women to participate in decision-making. The DLS noted that women increased their awareness and knowledge on the relevant issues and participated at the intended levels in most activities implemented by the department, such as the watering points, cattle tracks and tagging. This was confirmed in the field visit discussions with the beneficiaries.

101. In addition to targeting women for participation in the training activities (including women Council Staff), the project ensured that sensitization and training was developed to enhance and increase awareness of women’s legal rights, emphasizing that they have equal rights. This increased awareness on the legal rights of women for land acquisition was found to be important. In a meeting held in Brikamma-ba one of the participants indicated that she was able to recover her land through an ADRC.
102. The project prepared the target beneficiary women to assert their land rights and improve their economic statuses even after the project. In addition, this intervention has prepared the target community leaders in supporting and empowering women to access and own lands. However, as the government has yet to harmonize its policies on land management with its various departments (see planned activity under Outcome 1), a challenge to sustainability remains. Therefore, FAO, donor partners and CSOs should constantly monitor the government process on issues regarding the actions to be taken on the recommendations on land issues management.
103. The baseline findings showed that most local authorities (92 percent) are less sensitive to gender and age-related aspects of LNR dispute resolution mechanisms in the Gambia, despite a plethora of enacted policies (2010 National Gender Act, Gender Policy, and international instruments). These legal provisions should be popularized to increase awareness of stakeholders and the general public<sup>2</sup>. By and large, gender is a strong determinant of whether an individual will be able to purchase or inherit land in the Gambia. Gambian women are greatly disadvantaged, as they form the larger part of the illiterate population and are out of the decision-making process, exacerbated by weak legal, institutional and traditional/customary protection of women. However, there are number of acts and policies that have provisions that support women’s access to land, such as the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW), the 2010 National Gender Act, and the National Gender Policy. These policies and laws are subject to timely ratification, adoption and implementation.

**Was the project monitoring system adequately capturing data on technical areas and peacebuilding results at an appropriate outcome level?**

104. The baseline survey undertaken in September 2020 showed data was available for monitoring purposes by the agencies. Overall, the evaluation finds that the project partially contributed to the strategic objective and that sensitization efforts were a very high scoring activity. This contributed to positive outcomes and outputs, albeit at a moderate scale because of the non-completion of other activities. The assessment showed that the information used in sensitization and learning activities were very effective, relevant and applicable. The baseline enabled the project to identify critical gender-responsive issues that needed to be addressed in order to increase women involvement in the project activities, such as land tenure practices and economic access to courts by women. Unfortunately, these recommendations were provided at the end of the project.
105. Under Outcome 1, “Local and national authorities adopt coherent legislative and customary frameworks for equitable land and natural resources allocation, transfer and dispute resolution”, the indicators of activities sought to include and ensure: firstly, the existence of a national land policy,

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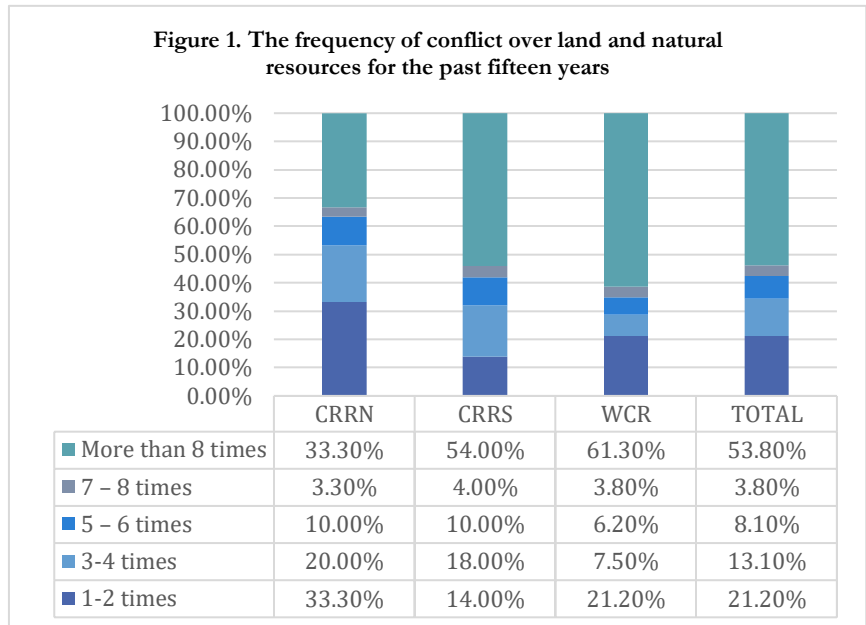
<sup>2</sup> “Women’s Access and Ownership of Land in the Gambia”, by Plus Consult Associates

technical and organizational capacity levels of national and local institutions to enforce LNR governance and conflict-resolution mechanisms. Secondly, indicators targeted awareness levels of land-dispute resolution mechanisms in selected communities with high tension or conflict over land and natural resources, number of district tribunals using sound frameworks for land-dispute resolutions and percentage of households that are satisfied with existing resolution of LNR-related disputes. Furthermore, a third set of indicators focused on establishing an increase in the proportion of national and local authorities aware of gender and age-related LNR dispute resolution mechanisms, leading to enforcement of legislative and other LNR governance frameworks, and an increasing proportion of officials (national and local) knowledgeable and skillful in LNR conflict and dispute resolution mechanisms.

106. At the outcome level for Outcome 1, the first indicator was the number of district tribunals that adopt reviewed frameworks for land dispute resolutions at baseline was 10.5 percent and it was to increase to 20 percent by end of the project. The baseline line report of November 2020 found that the district tribunals are not trained legal professional and have little knowledge of the existing common law. Therefore, their effectiveness is limited. In addition, 76.6 percent of the households were not aware of district tribunals adopting legal frameworks for land and natural resources dispute resolution across the regions and many indicated they use their own initiatives or rely on experience to resolve disputes. The second indicator was the percent of women and youth that are satisfied with the resolution of land and NR related disputes was to increase by 30 percent by end of project. The baseline report found that over 70 percent were satisfied with the conflict resolution process.
107. On Outcome 2 the first indicator was the proportion of targeted communities that utilize established/reviewed dispute resolution mechanisms to resolve land conflict were expected to be increase by 40 percent by end of project. The reviews were not undertaken yet. The second was the number of local decisions made based on the information system on LNR disputes, disaggregated by gender and age as appropriate to make decisions but no LNR information system found as the activity was not undertaken. The third is that percentage reduction in violent LNR dispute. At baseline line there were three violent cases and it was expected this would reduce by 50 percent in the target area by the end of the project. It is important to note that, according to the interviews conducted, national and local authorities managed and prevented conflicts related to LNR using conflict preventive mechanisms like cattle tracks and identification systems, as well as land usage plans for forest parks and rangeland.

108. Analysis of the baseline field data indicated that conflicts around land and natural resources in the Gambia are a constant characteristic of recent time. Figure 1 shows the frequency of conflicts over land and natural resources in the communities. Most of the communities reported more than eight cases of land and natural resources conflict. It is often assumed that conflicts are the consequence of dysfunctional customary tenure systems. Currently, there is evidence of violent land conflicts in communities, thus justifying the need for land forms.

109. Table 5 below shows the project achievements under Outcome 1. The first activity was support to local and national authorities to adopt coherent legislative and customary frameworks for equitable land and natural resources allocation, transfer and dispute resolution: most of the indicators were achieved. The gaps



assessment of the normative frameworks for land tenure governance and conflict resolution mechanisms was conducted and the empirical assessment on grievance resolution mechanism was undertaken. The assessment provided guidance on what the review of the laws and regulations should subsequently focus on, which is a critical step for equitable land laws.

110. However, the project did not manage to review the laws and regulations. Nevertheless, the assessment indicates correctly that in order to address land disputes in the Gambia, a holistic approach is required to strengthen the capacity of the national and local governments in streamlining the land allocation and transfer system. This calls for key land stakeholders to support the review and subsequent reforms of the legal and institutional frameworks that govern land tenure, land use and dispute resolution mechanisms.

111. The second activity was awareness on dispute resolution interventions; this was scaled down due to the COVID-19 pandemic, but four TV and four radio programmes were produced and broadcast. Three legislative laws were identified as priority for intervention: real estate bill; land acquisition and compensation act; and the 1991 State Land Act, but none were revised given the short duration of the project. And it should be noted that despite the COVID-19 pandemic, the knowledge and skills development activities around LNR dispute resolution mechanisms for officials at both national and local levels were undertaken, with evidence of increased awareness and capacity – e.g. one interviewee noted that ***“traditionally we used to settle land disputes in our own traditional ways but this training has made us aware of the legal procedures”***.

112. The third activity was that the national and local authorities were trained on gender and age-related aspects of LNR dispute resolution mechanisms. In addition, youth and gender desks were established and are functional. A training manual was developed to address land conflict issues at community level. Neither the advocacy meetings planned on conflict or on the revised LNR legal frameworks, nor the community sensitizations on LNR legal frameworks were undertaken. Only 60 percent of targeted communities by the project are aware of dispute resolution frameworks and know which one to use.



**Table 5: Key output indicators on effectiveness for Outcome 1**

Output	Performance indicators	Baseline	Target	Actual	% Achieved	Evaluation team con
<b>Outcome 1: Local and national authorities adopt coherent legislative and customary frameworks for equitable land and natural resources allocation, transfer and dispute resolution.</b>						
1.1: Review of legal framework and policies to reduce conflict and land related disputes.	1.1.1: An gaps assessment of the normative frameworks for land tenure governance and conflict resolution mechanisms conducted	0	1	1	100%	Target achieved. Qualitative data supports this.
	1.1.2: Empirical assessment report on judicial and non-judicial grievance mechanism produced	0	1	1	100%	Target achieved with documented report used in subsequent project activities.
	1.1.3: No. of communities with conflicts aware on land dispute mechanism	16	50	25	50%	In presence of interventions scaled down due to COVID-19 however four TV and radio programmes were conducted.
	1.1.4: No. of legislative frameworks and policies revised	0	75% identified		0%	Three identified as priority: estate bill, land acquisition compensation act, and State Land Act but none revised (with no indication of plans or timeline when government will undertake review). Evaluation team assessed this as overly ambitious.
1.2: Improve capacities of national and local institutions to resolve conflict and disputes	1.2.1: No. of officials (national and local) with increased knowledge and skills in LNR dispute resolution mechanisms.	0	200	199	100%	Target achieved. Qualitative data supports this.
	1.2.2: Proportion of national and local authorities who are aware of the gender and age-related aspects of LNR dispute resolution mechanisms.	0	7	5	71%	Target not quite achieved. Qualitative data supports this.
	1.2.3: No. of youth and gender desks established and functional.	8%	50%	199	100%	Target achieved. Participants were represented from various administration institutions (national and local).
1.3: Increase awareness of authorities and communities on revised legal frameworks/policies.	1.3.1: Training manual developed to address land conflict issues at community level.	0	1	1	100%	Target achieved. Qualitative data supports this.
	1.3.2: No of advocacy meetings on conflict on the revised LNR legal frameworks	0	10	0	0%	Target not achieved. Qualitative data supports this.
	1.3.3: No. of communities sensitized on LNR legal frameworks	0	40	0	0%	No legislations were revised.
	1.3.4: No. of communities who are aware of dispute resolution frameworks and which one to use.	0	40	25	60%	750 persons sensitized across 25 communities. This was due to COVID-19.

Source: Project Final Report, May 2021

113. The second outcome is that “communities have capacities for, are aware of, and use appropriate dispute resolution mechanisms to address disputes concerning land and natural resources especially in conflict hot spots”. The two activities under this outcome included information collected about the existence of land dispute tracking and information systems, surveyed communities with livestock or cattle tracks, forest parks, rangeland and watering points, as well as livestock identification systems.
114. Table 6 below shows the effectiveness indicators for Outcome 2. The first activity was the installation of a disputes tracking mechanism. This was planned to be undertaken by UN-Habitat but was not done due to COVID-19. Due to border closings as a result of the pandemic, UN-Habitat was unable to travel to the Gambia and could not undertake the assignment.
115. The second activity was the establishment of boreholes, watering point and cattle tracks. Over 2 500 cattle identification and traceability systems were undertaken. The recent system is more organized such that every region is represented with unique code. On each of the ear tags, displayed is the country code, LGA code, bar code and the animal code. Cattle data collected for the system are recorded in a centralized database to enhance traceability. The e-surveillance systems used for monitoring movement of animals were replaced with a more cost effective, affordable and sustainable one. According to the Water Management Committees, ***“The biggest change of significance is the intervention providing watering points, cattle tracks and cattle tagging, especially if the boreholes are ready, this also reduces the incidences of water borne diseases of livestock, cattle theft and makes identification easier in the case of tagging”***. Nevertheless, the boreholes target was revised from 10 to two in the annual report of 2019 due to under-budgeting at design. Although both boreholes were built, the evaluation found neither of them was fully functioning at the time of the evaluation visit. One had yet to be completed, and one had structural issues resulting in limited use (too deep). Further discussions with the evaluation team indicated that these issues were being addressed by FAO. The evaluation finds that the lack of delivery of the planned 10 boreholes to be the most disappointing result of the project. Although, the indicator shows achievement because the target was revised, in terms of projected impact, this was a major drawback.
116. The third activity was the digital mapping of the forest areas. The digital mapping of forests, and erection of beacons in 19 forest parks and 70 communities around the forest parks were digitally mapped with metal poles, exceeding the initial targets. Both men and women beneficiaries indicated that the Bankuba Forest Park can be accessed in the sense they can benefit from it; the groups’ response with regard to the most significant change was the *“Demarcation of the Bankuba and Jamara Forest Parks for all to know its boundaries”*.
117. Finally, while the training of trainers was completed, the training by these newly trained trainers of 320 individuals could not take place due to COVID-19 restrictions. The project undertook a nationwide campaign, where over 750 people were sensitized on dispute resolution mechanisms and 3 000 information brochures were distributed to increase awareness.

**Table 6: Key output indicators on effectiveness for Outcome 2**

Output	Performance indicators	Baseline	Target	Actual	% Achieved	Evaluation team comments
<b>Outcome 2: Communities have capacities for, are aware of, and use appropriate dispute resolution mechanisms to address disputes concerning land and natural resources especially in conflict hot spots.</b>						
2.1: Establish information system to track land disputes and	2.1.1: Land disputes tracking mechanism contains updated information from all regions	0	7	0	0%	UN-Habitat unable to complete activities due to COVID-19 restrictions.

to inform policy and investments	2.1.2: No. of national and regional authorities who have the knowledge and skills in the use of land dispute tacking information system	26%			0%	UN-Habitat unable to complete activities due to COVID-19 restrictions.
2.2: Development of land resource mapping showing different land uses (cattle tracks and forest parks)	2.2.1: No. of rural communities with clearly demarcated cattle tracks and boreholes	0	10	2	20%	It should be noted that the target was revised from 10 to two in the 2019 annual report; neither of the 2 boreholes was in use by project end, in view of non-completion (1) and inadequate design (1).
	2.2.2: No. of forest parks identified and with digital maps	0	10	19	190%	70 communities around the forest parks were digitally mapped with metal poles.
	2.2.3: Proportion of livestock with identification	0	1,000	2,571	257%	e-surveillance systems replaced with a more cost-effective and sustainable one.
2.3: Percent of local Alkalos and chiefs with skills to resolve dispute through dialogue	2.3.1: No. of community members reached by the Department of Forestry to consult on different uses of land resources	90%	50%			Training of trainers completed. Technical Advisory Committee (TAC) conducted online and stepdown of 320 individuals was not done due to COVID-19 restrictions.
	2.3.2: No. of disputes resolved through traditional system	89%				Indicator was not tracked. From the qualitative data most of the disputes were resolved using traditional systems.

Source: Project Final Report, May 2021

118. As a result of the project, the Gambia possesses for the first time a national livestock identification and traceability system. This enabled the monitoring and surveillance of animal movement, which reduced conflicts with farmers. The respondents reported that visible changes occurred in the lives of the target beneficiaries. At the local level, these changes include construction of boreholes and watering points, traceability and tagging of cattle, demarcated cattle tracks, and mapping of forests. FAO and DLS observed that the sensitization meetings on farmer–herder conflicts had helped to reduce cases of conflict in the project intervention communities. The quantitative data of the baseline survey in November 2020 shows households’ satisfaction of LNR conflict resolution ranges from 71.1 (satisfied, fairly and very satisfied) and 28.9 percent dissatisfied.
119. The establishment of cattle tracts and drinking points had significantly increased cattle access to drinking and grazing areas, which (as noted in communities) reduced tensions between farmers and livestock owners. According to ADRS, the beneficiaries were able to distinguish the advantages of ADR over litigation and this has led to a wider utilization of ADR. WANEP observed, and the evaluation

- concur, that further monitoring is needed to better quantify and further establish these visible changes that have occurred in the lives of the target beneficiaries over time.
120. At the national level, efforts were made to address the gaps in policies enacted as well as enhance the visible changes that have occurred due to this intervention. The Ministry of Lands is working on the recommendations in the survey report e.g. on reviewing the policies of their various departments and on cadastral mapping. This activity has boosted WANEP's visibility in the Gambia; WANEP representatives indicated that the lesson learnt is that land and natural resource conflict is a timely issue that must be addressed. In addition, constant consultation between stakeholders is necessary.
  121. The Ministry of Agriculture hailed FAO's support throughout the project and has praised the introduction of a national livestock identification and traceability system, as well as the establishment of two cattle drinking points (boreholes) in communities known to have severe water shortage for livestock during the dry season. While this was also evidenced during the Minister of Agriculture's speech during the national launching of the cattle tagging exercise, and these are indeed major project achievement. The project has enhanced both FAO and UNDP's understanding of councils' operational modalities. UNDP noted that there is nevertheless a need to introduce more flexibility in the implementation of activities since no community is an island and adjacent communities should also benefit from the training to address similar conflict issues. After several months of supporting the intervention, FAO and UNDP both learned the challenges of project portioning among agencies.
  122. The conflict assessment conducted at the beginning of the project design was instrumental in informing all project activities and ensured the centrality of conflict sensitive programming and implementation. This was achieved by a further assessment at community level which further informed the content, focus and design of trainings and interventions. While the project activities suffered from implementation delays, the actual content, focus and priorities of the project remained conflict-sensitive and addressed key areas of tensions in communities. In addition, the coupling of physical (boreholes, mapping, etc) and non-borehole activities (trainings, sensitization and establishment of LDR desks) provided complementarity and sustainability of project efforts. As a result, the project contributed to FAO's portfolio in terms of peacebuilding. It helped establish a clear path linking technical activities such as provision of watering points, cattle tagging, land tenure and surveillance, which were clearly real community needs and people-centered, with peacebuilding. During the consultant team's field visits, the beneficiary communities and IPs indicated their appreciation for the intervention that were undertaken under the project and that went a long way in terms of peacebuilding.
  123. From the key informants it was clear that the short (one year) project implementation period was inadequate to bring about the expected long-term change. The project coordinator noted that at the time of project formulation, the delivery of Outcome 1.1, specifically the legislative review, drafting, adoption of new legislation at the national assembly and sensitization of beneficiaries could not have been done within 18–24 months of project implementation as there are multiple processes to consider. There was a need for a comprehensive legislative gap assessment that was not factored in at the beginning and had to be adapted and carried out during project implementation. This was identified as a significant design flaw.
  124. On M&E, respondents noted that the time frame allocated for the project activities was too short for implementation to achieve an impact on beneficiaries. The lesson learned is that designing of some project activities should consider overall project duration and funding. For instance, the review/drafting of legal frameworks process may fall outside the scope of a project with such short duration. The design of future projects should adequately consider budgets, timelines, staffing and

capacities of implementing partners. There was a need for more training and public awareness activities to be conducted for enhanced service delivery.

### 3.4 Sustainability and ownership

**Finding 14. The project was able to put in place an exit strategy for most of the activities using different mechanisms, including: management committees for the physical investments; building capacities of local and national government officials; use of local CSOs to ensure a broader understanding of the land conflicts; and initial assessments to feed into future revisions of the legal frameworks.**

125. The project had sought to support the revision of laws and policies. While the revisions were not carried out, the gap assessment that was conducted, is a considerable and significant achievement of the project and provides a strong basis for future interventions in this area. The cattle identification system has been complemented and served as a critical input into the upcoming revision of the animal health policy, which will require all cows aged six months to be tagged upon receiving their first vaccine, thus integrating identification into the sustainability framework. Beyond these technical achievements, the intervention design also provided for an appropriate exit strategy that included promoting national/local ownership of community activities and using national capacity to support positive changes in both technical areas and in peacebuilding after the end of the project.
126. According to **ADRS**, the activities appropriately used the hierarchy of local authorities starting from the chief to the *alkalo* and the VDC, thus integrating the project activities within local community systems. This ensures continuity of the activities once the project closed, including participation of all local authorities, from the chief and the *alkalo* to the VDC in all local authorities. While they complemented each other by bringing different expertise in the implementation of the project, the evaluation found proper coordination between the various local authorities, both horizontally and vertically, was not always realized. Further coordination and incentivization of focal persons would be necessary for the partnership to improve.
127. As part of the exit strategy, the project worked closely with relevant government ministries to build capacities for empowering them to own the dispute resolution mechanisms, and the partnership of the project with DLS contributed to the continuity of project achievement as the activities fit the department's mandate (capacities were enhanced regarding animal tracks, troughs, tagging and support for the preparation of activity work plans and budgets). The information on contractual conditions and documents with regard to the investments were not shared with the beneficiaries and IPs. This suggests partners were not always equally informed on the project overall, thereby constraining the partnership and limiting the ownership of results achieved. It is clear that their involvement would have improved the monitoring and supervision of the investments by the communities and IPs.
128. DLS also noted that the key sustainability measures and strategies that were built in the project design and during implementation were the collaboration with National Livestock Owners Association and the formation of water management committees to manage the two borehole investments. Through this intervention, a document titled '*Empirical Assessment of Grievance Mechanisms for Land and Natural Resources Related Disputes in the Gambia*' targeted community leaders in dealing with future land disputes. The setting up of the Water Management Committee, opening of a bank account and every herd owner paying GMD 1 000 annually, increased the sustainability and ownership of the intervention. The intervention also shows government and stakeholder commitment.

129. Furthermore, all stakeholders involved with livestock were very much involved throughout the project. The project had been very responsive to supporting the technical needs and peacebuilding priorities in the country, as set by the Government and the UN. Local, regional and national officials' capacities were enhanced through trainings and provision of equipment, GPS devices, mapping printer and the establishment of a database system for identification and traceability of cattle. The establishment of the Gambia Cattle Traceability and Identification System (GCITS) and training of 96 livestock officers who have acquired skills to trace and tag cattle is a great step in addressing transhumance, animal health and cattle theft in the future as reported by **CSOs**, and therefore reduced the ongoing conflict and tensions in the community. The skills acquired will help encourage and sustain cattle traceability and identification in the future. In addition, traceability further ensures that there is less conflict given the ownership of the cattle is clear.
130. The commitment by government and other stakeholders to sustain results of peacebuilding initiatives, especially women's participation in decision making processes supported under the project still has to be pledged or confirmed. For now, the gender and youth desks at the regional level, which are situated in the Women's Bureaux of the Governors' Offices, are a notable achievement but will need to be assessed with time.
131. The respondents observed that the participatory and consultative nature of the project implementation process contributed greatly to the achievement of results. Restrictions during the COVID-19 pandemic affected the implementation of the project to a considerable extent, and therefore WANEP resorted to virtual training. The utilization of TAC, MDFTs and WANEP focal points in the regions to continue experience-sharing in their regions facilitates sustainability.
132. The challenges that are likely to affect the sustainability of all the preparations highlighted are completion and operationalization of watering facilities (that is to say, borehole accessories are expensive and group support are difficult to sustain). Communication received by the evaluation team indicated that the boreholes are undergoing maintenance to ensure their use. In addition, lack of financial resources to enable the dispute resolution structures to continue executing their functions is an additional constraint. The same activities should be implemented in other regions considering that land and natural resources related disputes are cross-cutting.
133. The PBF Secretariat reported that the project provided some information and evidence for more understanding on conflicts around LNR through the assessments conducted and through reports that analysed the legal and institutional framework for governance of land and natural resources against internationally accepted standards and best practices. Two perception surveys were conducted: an 'Empirical assessment of grievance resolution mechanism on land and natural resources related disputes in the Gambia', and an 'assessment of land related disputes'. A training manual on land dispute resolution was produced. Project implementation was done in strong collaboration with ministries and departments such as forestry and livestock and it is expected that their strong implementation presence in the field will pave the way for continued monitoring and support. Through the monitoring visits in the local beneficiary communities in the past, it can be confirmed that the beneficiaries have fully taken ownership and have since started contributing cash towards sustaining the watering point infrastructures, essential for curbing conflict between famers and pastoralists.
134. The evaluation field visit found that the sensitization and training on LNR dispute resolution was only carried out once with a limited number of chiefs and *alkalos* because of the COVID-19 pandemic. The project would have benefited more if a refresher and follow-up training for beneficiaries were implemented.

### 3.5 Coherence

**Finding 15. The project has been very responsive in supporting the technical aspects of the implementing agencies and peacebuilding priorities in the country, as set by the Government and the UN. However, it was not clear how the beneficiaries' involvement was achieved at the local level during the priority setting.**

135. The project has addressed some technical needs and peacebuilding priorities in formulating policies. The PBF project complements the policy formulation of local government and lands. According to the PBS Secretariat, there were other projects under similar PBF programmes that were complementary to the project's design, implementation, monitoring and reporting. However, it is important to note that the stakeholders were involved in the project's design and implementation, slightly modifying the common approach while retaining complementarity, particularly with regard to scale.
136. The project was responsive to the NDP, the 2018 Gambia Conflict and Development Analysis (CDA) and it was aligned with UNDAF Result 3 – sustainable agriculture, natural resources, environmental and climate change management. The project strived to strengthen dispute resolution mechanisms around LNR, demarcated forest parks and cattle tracks, and established watering point for cattle owners to minimize related tensions with farmers, especially in rural communities.

### 3.6 Conflict sensitivity

**Finding 16. The project was able to demonstrate that humanitarian, development, and peace efforts are indeed complementary and mutually reinforcing, and has provided evidence that an integrated response offers the most effective way to tackle the conflict drivers and factors for peace identified in the conflict analysis.**

137. On the HDPN, the project can be said to have embraced the nexus. The project focus was on governance, disputes and resolution practices over land and promotes conflict sensitivity. Conflict sensitivity is the capacity of an organization/individual to understand the conflict context and the interaction between operations, as well as the capacity to act upon understanding of these interactions to minimize negative impacts and maximize positive impacts of overall results.
138. The conflicts in the Gambia, if left unchecked, would affect food security in rural communities, leading to more acute conflict and an emergency or humanitarian situation. While the project focused on enhancing capacities (which tends to be a longer-term, more development-oriented type of activity), it sought to develop conflict sensitivities while addressing the persistent livestock vs. farmers as well as land and natural resources conflicts. The project contributes to HDPN as it seeks to reduce conflict and promotes peacebuilding and conflict sensitivity (i.e. peace); implements activities with long-term sustainability such as capacity building (i.e. development) and seeks to prevent food security shortages (i.e., humanitarian aspect).
139. According to the 2018 conflict and development analysis, updated in 2019, the key conflict drivers included:
  - Lack of a unified land policy and regulations with clear implementation procedures for defining and demarcating boundaries. This was addressed by Outcome 1 on support to local and national authorities to adopt coherent legislative and customary frameworks for equitable land and natural resources allocation, transfer and dispute resolution.

- Dispute resolution capacities and violence where traditional authorities fall short in their dispute resolution capacities. This was addressed under Outcome 2 that focused on support for communities to have capacities for and are aware of and use appropriate dispute resolution mechanisms to address disputes concerning land and natural resources especially in conflict hot spots.
  - Degradation of natural resources and rapid commercialization reduced the arable land which led to livestock and farmer conflicts over grazing land dealt with under Outcome 2 through animal tagging, provision of watering points, and demarcation of cattle tracks.
140. The Evaluation field visit found that conflict sensitivity was at the heart of the project and it allowed for well-targeted interventions to address these. Even though the duration of the project was limited, it managed to empower both communities and the local government to negotiate resolutions. For example, the demarcation of the Forest Park was an explicit approach to conflict sensitivity since the identification of the Park Boundaries helps to settle disputes. The demarcation of cattle track helped to minimize the conflict between livestock owners and farmers, thus ensuring that livestock owners whose livelihood depend on their cattle are not forced to sell their livestock as a result of conflict. This was achieved through sensitization meetings on conflicts and conflict resolution, as well as building capacities of local and regional authorities and beneficiaries to respond to conflicts and providing different alternative conflict resolution mechanisms.
141. The evaluation found one unintended consequence. On the importance of gender mainstreaming, it was clear that both women and men own different types of livestock. This was confirmed by a village chief who stated that *“women own over 90 percent of sheep and goats, while men own over 90 percent of cattle”*. As such, it would be important to consider this in future planning of the activities. Tagging was only provided for cattle owned (predominately by men) but not for small stock owned by women.
142. Other notable difficulties included the delay in funding of activities, lack of proper coordination between VDC and *alkalo* and occasional unsatisfactory performance by a contractor, which resulted in poor design of the watering points. The underestimation of the budget led to reduced boreholes which meant less people were reached by the project. The delays also meant the project had to ask for a no-cost extension in order to complete the activities.

### 3.7 Catalytic effect

- Finding 17. The project was not able to attract any additional or catalytic funding as a result of its activities. The outputs such as the studies have been used by other institutions (such as WANEP and ACTIVISTA) to push for the legal and legislative review of the framework regulating land and natural resources.**
143. From the information provided by relevant interview respondents, it remained unclear if the project team/implementing agencies explicitly tried to search for catalytic results (whether financial or programmatic), if PBF funding has been used to scale-up other peacebuilding work or if it has helped to create broader platforms for peacebuilding. There is no evidence of catalytic support materializing as a result of the project. From FAO there was no catalytic funding that was sourced to complement the PBF support. UNDP got additional funding but to address a different challenge.
144. The evaluation field visit found that the demarcation of the forest park and the awareness of park management helped create broader platforms for peacebuilding. The Gambia German Forestry Project came to support the initiative and has indicated its intention for further funding for related activities.



145. The gap assessment undertaken by WANEP has been used by ACTIVISTA and Women's Bureau in the implementation of the climate change project funded by the United Nations Population Fund (UNFPA) through PBF. This is a positive synergy. Overall, while the catalytic effect of the project has potential, no evidence of it was found by the evaluation team. Project results, particularly the gaps assessment undertaken has the potential catalytic effect to ensure the regulatory review planned under the project and which could not take place, has a sound basis on which to be undertaken either directly by government or by another project.

#### 4. Cross-cutting issues (optional)

**Finding 18.** The project was based on gender-sensitive budgeting and this ensured that the project implementers made efforts to ensure key gender targets were achieved.

146. All activities were designed and implemented with consideration of gender, age and physical ability and, where relevant, targeted sensitization in project activities. According to the **DLS**, a target of 40 percent of women beneficiaries was set to strengthen the capacity of rural communities. During implementation, **ADRS** made sure that every activity conducted was gender-balanced. This is because women are the most affected when it comes to land-related disputes. They are often not considered under inheritance customs and laws with regard to land ownership. As indicated by ADRS, in every community that they visited, 30 people were sensitized, out of which 10 were women, 10 were youth and 10 were men. This way, the project ensured the inclusion of vulnerable people, people living in remote areas, and youth. Gender and Youth Focal persons have been established in all the councils and trained on land administration procedures, land laws, natural resources and conflict resolution mechanisms.
147. According to the Bondali WMC Chairman, *“The Vice Chairperson and Cashier are women which mainstream gender and support gender-responsive peacebuilding and promotes gender equality and women’s empowerment”*; the Sinchu Gundo Committee Chairman added that the provision of water for livestock has also reduced the workload for women.

## 5. Conclusions and recommendations

### 5.1 Conclusions

148. **Conclusion 1.** The project was clearly relevant and strategic to the main peacebuilding goals and challenges in the Gambia, as well as to priorities of UNDAF, FAO, UNDP and the SDGs. The project contributed to UNDAF for the Gambia covering the period 2017–2021; the National Development Plan, the FAO and UNDP strategies and SDG 16.
149. **Conclusion 2.** Although the revisions on the legal framework were not undertaken by the project due to time constraints, the project supported two assessments on conflict in land and natural resources and on legal frameworks. These should prove important contribution to the revisions to come as both assessments were able to point out the key gaps which need to be addressed. The revisions of legal framework require time and were not realistic to achieve during the project implementation period. Nevertheless, the gap assessment has provided a fundamental good foundation for future efforts.
150. **Conclusion 3.** The project identified key conflict interventions that were a priority to the communities in the Gambia. The interventions designed were therefore targeted and addressed these issues to reduce ongoing conflicts among herders and farmers.
151. **Conclusion 4.** The theory of change at design identified the key conflict issues and the implementation provided credible evidence to justify that the project priorities were the most appropriate and most likely to contribute to higher level of mindset change among the target communities in the Gambia in terms of land and natural resources conflicts. However, it is important to note that the project design and proposed outputs and targets were over-ambitious particularly in terms of timing and resources allocated for their implementation.
152. **Conclusion 5.** The adoption of the VGGTs to support the project in the areas of land and natural resource in the Gambia was overly ambitious given the time frame of the project. Assessments conducted indicated a need for comprehensive reform and unification of legal frameworks on land and natural resource governance, including a clear land-use plan for the country, including private sector engagement. These efforts should be continued. FAO Gambia should facilitate efforts with the appropriate government ministries to facilitate greater access to land and ensure equality in economic opportunities. Land conflict should be examined using a multidisciplinary approach to addressing the underlying issues.
153. **Conclusion 6.** The project experienced delays of six months and had to request an according six-month no-cost extension. Although coordination between the agencies was not always clear, implementing partners felt the project was well coordinated. The project utilized effective processes, including adequate planning, as well as result-oriented delivery of outputs.
154. **Conclusion 7.** At the project outcome level overall, the role and understanding of the district tribunals was low among the communities. However, there is a high satisfaction on the use of conflict-resolution mechanisms. In addition, although the LNR information system was not undertaken, nor the review of the dispute resolution mechanisms, indeed the interventions undertaken led to reduced tensions among the communities.
155. The project greatest achievements were the Gambia cattle identification and traceability system, cattle tagging, demarcation of cattle tracks, construction of drinking water points (even though these have yet to become functional) and the empirical assessment on grievance resolution mechanism, and

support to the Department of Forestry with digital mapping of forests and erection of beacons for 19 forest parks. The project outputs in terms of the target boreholes were disappointing to the communities, however it was a worthwhile initiative nonetheless.

156. In addition, the project introduced new ways of cooperation between several implementing partners as well as community leaders and organizations. It also showcased the way to overcome persistent obstacles in land ownership and use. That is something of great value and future project may build on these. Specifically, future projects may build on the initial targeting of the project for future boreholes, and on the gap assessment for the regulatory review.
157. **Conclusion 8.** This project was based on gender-sensitive budgeting as an expression of PBF's commitment to inclusive peacebuilding. As a result, it supported the empowerment of women, advancement of gender equality, and recognized the important role of women in peacebuilding. In addition, they established gender and youth desks at the regional level, as well as through training of national and local authorities, community sensitizations and capacity development of IPs and beneficiaries. However, the overall project achievement of this important issue was not as significant as it was planned. This was partly due to the ambitious targets at the design and implementation challenges already stated.

## 5.2 Recommendations

158. **Recommendation 1.** In order to unlock delays in project implementation there is a need for early engagement of all stakeholders in project design and planning and for holding technical meetings to discuss critical challenges and develop realistic targets and timelines. These can go a long way to mitigate risks and ensure the smooth implementation of project activities.
159. **Recommendation 2.** Most conflicts are mainly male-dominated and women voices were not reflected in conflict discussions. As a result, proactive targeting of women for effective and gender-inclusive land tenure governance is key, as witnessed by the results of this project reducing land-based conflicts. Utilization of a multi-agency approach by the Ministry of Lands towards the reduction of land related conflicts is recommended. There is need for appropriate sensitization and awareness creation so that all stakeholders and the general public are well informed and knowledgeable about every aspect of the gender sensitive legal and policy instruments.
160. **Recommendation 3.** There is need for a holistic approach to strengthen the capacity of the national and local governments in streamlining land allocation and transfer (inheritance) systems. This calls for key land stakeholders to support the review and subsequent reforms of the legal and institutional frameworks that govern land tenure, land use and dispute resolution mechanisms.
161. **Recommendation 4.** Scaling-up the project to similar regions in the Gambia would result in greater impact, particularly as targeting and initial needs assessment has already occurred. This should be undertaken by the Gambian government now that its capacities have been enhanced through sensitization and training or through a subsequent project financed by the PBF. Scaling up the cattle identification and traceability system at national level could prove to be a transformative change.
162. **Recommendation 4.** For the short duration of implementation, FAO and UNDP needed to strengthen their project planning and coordination, implementation, monitoring and evaluation to enhance results of addressing conflict over land and natural resources in the Gambia. There is need for continuous consultations between partners to address land and natural resource management. A subsequent project financed by PBF to finalize the planned activities of this one could build on the knowledge,

expertise, and collaboration already established and could benefit from learning curves and implementing arrangements used through this project.

163. **Recommendation 5.** Project designs and plans need to be realistic and to build in sufficient flexibility to adapt to contextual challenges. There is need to improve procurement for timely delivery of results, and the timing and costs of these should be reflected in the project design.

164. **Recommendation 6.** The project developed and supported several exit strategies with local and national government and communities during project implementation to ensure sustainability of the activities underway. This included capacity building through the provision of training and equipment, and through enhancing institutional capacity to deal with conflicts. It is recommended that FAO should ensure that the relevant government departments continue the remaining activities based on their mandate given the capacities provided by the project.

**Recommendation 7.** The M&E component of the project needs to be strengthened from the start of the project up to the end. For example, the project was supposed to conduct baselining at project start to inform the implementation of activities, however this was only done at the end of the project in November 2020. Systematic endlines and baselines are recommended.

## 6. Lessons learned

165. Consultations with key stakeholders particularly beneficiaries are quintessential and should be incorporated into every stage of the project's lifespan. This is critical to avoid misunderstanding of project goals and expectations but more so, it increases local voices and builds a better understanding of their role in project implementation. For instance, local stakeholders should have been consulted and involved as early as the design stage of the project.
166. The project specifically targeted traditional approaches to GRMs and sought to align them with laws in vigour to limit conflict and improve peace-building. Such traditional approaches to peacebuilding are less expensive, easily available and accessible and when enlisted into a peace infrastructure can serve as durable and sustained peacebuilding or peacekeeping mechanisms. Equally worth noting is the fact that local and traditional leaders remain relevant to any community development and peacebuilding efforts in concession areas. This approach should therefore be scaled-up.
167. Another key lesson is that lack of synergetic and strategic approach to joint programming and monitoring results in the project was missing, resulting in the inability to identify critical programmatic challenges at an early stage and to respond to them accordingly. This undermined delivering according to the 'as-one' principle.
168. Beyond actual programme evaluation, the government and its development partners may wish to consider two more overarching lessons. The first is to address identified land issues on a truly national scale and work towards sustainable and equitable land ownership and land use policies and practices at all levels, and introduce legislative initiatives in all relevant areas. This will contribute to a shared and endorsed understanding and management of land issues, which will facilitate social cohesion and sustainable development on a national scale.
169. The second is to further internalize and nationalize the gender discussion. This programme included the participation of many actors but the participation of women groups is what enabled its success: the project addressed unequitable rules and practices, worked out alternative models and justified these in practice. It set a model to approach other challenges in areas of equity, participation, democratization: in doing so, it ensured women not only participated but became drivers of new initiatives, and this despite falling short of its intended disaggregated targets.

## 7. Appendices

### Appendix 1. List of People Interviewed

	Institutions	Type of Data Collection Tool (DCT)	Number of people interviewed
1	<b>PBF Secretariat</b>	FAO/UNDP Staff guide	1
2	<b>WANEP</b>	Implementing Partner guide	1
3	<b>Action Aid Int. Gambia</b>	Implementing Partner guide	1
4	<b>NaLOA</b>	Implementing Partner guide	1
5	<b>ADRS</b>	Implementing Partners guide	1
6	<b>FAO</b>	FAO/UNDP Staff guide	5
7	<b>UNDP</b>	FAO and UNDP guide	3
8	<b>Department of Livestock Services</b>	KII Govt. Ministries guide	1
9	<b>Forestry Department</b>	KII Govt. Ministries guide	1
10	<b>Ministry of Lands and Regional Government</b>	KII Govt. Ministries guide	1
11	<b>North Bank Region</b>	KII Govt. Ministries guide	10
		Focus Group Discussion Chiefs and Alkalos	6
12	<b>Upper River Region</b>	KII Govt. Ministries guide	4
		Focus Group Discussion	3
13	<b>Central River Region South (CRR/S)</b>	KII Govt. Ministries guide	3
		Focus Group Discussion	10
		Focus Group Discussion (NaLOA Sensitization)	4
		Focus Group Discussion (Joint Forest Park Management)	3
		Focus Group Discussion (ADRS Sensitization, Pacharr)	11
		Focus Group Discussion on Watering Points and Cattle Tracks (DLS)	26
		Focus Group Discussion at Kerewan Touray on Cattle Tagging	8
		Focus Group Discussion on Tagging at Mamutfana	11
14	<b>West Coast Region (WCR)</b>	Focus Group Discussion Bondali Water Management Committee	8
		Focus Group Discussion on Cattle Tagging at Bajagar	5
		Focus Group Discussion Priang-Bonto Joint Forest Management	6
		KII Govt. Ministries guide	5

## Appendix 2. List of Documents Consulted

- Action Aid, 2019: Empirical Assessment of Grievance Mechanism for Land and Natural Resources Related Disputes in the Gambia
  - FAO. Sensitization Report by ADRS
  - <http://mptf.undp.org/factsheet/project/00113367>
  - PBF. Project Document, Project for Peace building Fund UNJP.GAM.041.PBF
  - PBF. Project Concept Note, Project for Peace building Fund UNJP.GAM.041.PBF
  - PBF. Baseline Survey for Project: Addressing Conflicts over Land & Natural Resources” UNJP/GAM/041/PBF
  - [PBF 2018: the Gambia PRF LNR Project ProDoc](#)
  - PBF. June 2019. Semi Annual Progress Report.
  - PBF. June 2020. Semi Annual Progress Report
  - PBF: Monitoring Visit Report October 2020
  - PBF December 2019 Annual Progress Report
  - PBF December 2020 Annual Progress Report
  - PBF December 2020: Final Project Report
  - PBS: M&E strategy – Results Framework January 2020
  - United Nations Sustainable Development Cooperation Framework for Gambia
  - WANEP: Training on Peacebuilding and Land Related Dispute Management
  - WANEP: Virtual Training of Trainers in Peace Building and Land related Dispute Management for the MDFTs in CRR, URR AND WCR
  - WANEP 2018: Draft Virtual (Zoom) Training Manual for the Assessment of Land and Natural Resources-Related Disputes in West Coast Region, Lower River Region, Central River Region and Upper River Region
- WANEP, 2019: Final Report Assessment of Land and Natural Resources-Related Disputes in West Coast Region, Lower River Region, Central River Region and Upper River Region
- [WANEP, 2019: Training Report for Peace Building and Land Related Disputes](#)
  - [Conflict and Development Analysis, July 2019: The Conflict and Development Analysis https://dppa.un.org/sites/default/files/final\\_2019\\_updated\\_cda\\_report\\_18\\_july\\_2019.pdf](https://dppa.un.org/sites/default/files/final_2019_updated_cda_report_18_july_2019.pdf)



## 8. Annexes

### Annex 1. Terms of Reference for the Evaluation

#### Contents

1	Introduction.....	46
2	Background and Context of the Project .....	46
3	Evaluation purpose .....	47
4	Evaluation scope .....	48
5	<i>Evaluation objective and questions</i> .....	48
6	Methodology .....	51
7	Roles and responsibilities .....	52
8	Evaluation team composition and profile.....	53
9	Evaluation products (deliverables) and dissemination .....	53
10	Evaluation timeframe .....	54
	Appendix 1 : Project Results Framework.....	55

## Introduction

1. This document contains the Terms of Reference for the final evaluation of the project “*Addressing Conflict over Land and Natural Resources in the Gambia*” funded by the United Nations Peace Building Fund (PBF) with a total budget of 1,400,000 USD. The United Nations Food and Agriculture Organization of the United Nations (FAO), the United Nations Development Programme (UNDP) and the Government of the Gambia have jointly implemented the project.

## Background and Context of the Project<sup>3</sup>

2. In the Gambia, there has been an increased manifestation of tensions and instability related to lingering and/or unresolved disputes over land, ownership and access to natural resources (forests, water and fisheries) in both rural and peri-urban areas (West Coast Region). Disputes have erupted over farmlands, cattle tracks and access to water and pasture, cattle destruction of crops, land ownership claims and related transactions and practices, as well as protests related to perceived destruction of the environment by new private sector ventures. Some of these tensions degenerated into violent conflicts in Faraba-Batang, Tanene, Gunjur, Kartong Jambanjelly, Kerewan Njakoi, and CRR.
3. In the face of increasing population pressure and competition for land and natural resources in the Gambia, common push factors for land conflict are: 1) Inadequate legal frameworks and poor enforcement of existing laws and regulations pertaining to tenure of land, forests and other natural resources. (Conflict and Development Analysis – Gambia, 2018). This has resulted in poor governance of land resulting in unregulated and poorly supervised extraction of land resources by private sector including sand and forest products. 2) Multiple and co-existing systems and mechanisms for land transfer and dispute resolution (i.e. customary, religious (Sharia) and statutory/state). These intersecting and overlapping systems lack effective channels of sustained communication or cooperation among them. 3) Eroded citizens’ (especially youth) confidence in traditional (Chieftaincy/Alkaloshi) dispute resolution mechanism compounded by increasing opportunities for the transfer of land from communal to private leaseholds with often non-transparent payments to traditional leaders and others, compounded by eroding confidence in leadership skills of community leaders. 4) Increasing rate of deforestation and forest degradation in the country exacerbated by the rural population’s high dependence on forest resources for food, fuel and income. 5) Privatization and rise in land-related profitability. 6) Persistent tensions in Casamance associated with illegal/armed groups who are believed to depend on the land and natural resources of the cross-border territory that spans both Senegal and the Gambia.
4. Rapid urbanization and growing investments have accelerated the demand for resources such as sand for construction and timber for construction and export, taking up land formerly used for crops, livestock and forest reserves, resulting in conflicts such as those in Faraba and Jambanjelly. Likewise, the increasing demand for forages and water resources for livestock, and the absence of cattle tracks has increased tensions between crop and livestock farmers. Some of this conflict has led to violence in few communities, the most recent in early July 2018 in Central River Region (CRR), there is a need to ensure that persistent wide-spread tensions do not escalate since more than two thirds of Gambia’s districts are considered agricultural and have both crop and livestock herders.
5. The overall goal of this project titled: ‘Addressing Conflict over Land and Natural Resources’ was to reduce land and natural resource related violence through strengthening resource management and the capacity of dispute resolution systems, and improve the restoration of citizen’s confidence in land dispute resolution systems.

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<sup>3</sup> The information presented here was extracted from the project document

6. The project had a budget of USD 1,400,000. The scope of this evaluation is the entire implementation period of the project, 1st December 2018 for 18 months in the whole country with a six-month no cost extension. The project was jointly implemented by FAO and UNDP in close collaboration with the Government through the Ministries of Lands and Regional Government, Agriculture, Environment, Climate Change and Natural Resources, Justice, The National Environment Agency and National Assembly. The following NGOs also participated: Action Aid, WANEP, CSR, UP and ADRC.
7. The theory of change of the project in terms of conflict transformation and contributing to peace and social cohesion involves the reduction of the conflict on land and natural resources. This includes human-to-human conflict and human versus natural resources conflict.
  - a. **If** the communities most affected are supported to develop, implement and share coping mechanisms;
  - b. **If** the development and sharing of coping mechanisms of communities are supported by institutions, training providers and other support through the provision of knowledge and improved land administration procedures;
  - c. **If** the communities are enabled to manage existing tensions and new conflicts.
  - d. **Then** violent conflict arising from adverse impacts of urbanization, destruction of livelihoods will be prevented and tensions resulting from its stress on the most vulnerable communities will be reduced.
8. The project has two principal outcomes:
  - a. Young women and men have increased access to local conflict resolution mechanisms, with a focus on land disputes, and become active agents of peace  
Rural young women and men have access to sustainable agricultural livelihoods addressing key drivers of conflict.

## Evaluation purpose

9. The donor, the United Nations Peace Building Fund, for accountability and learning purposes, requested the evaluation. The purpose of this evaluation is to provide an independent assessment of the extent to which planned collective objectives set out have been met. It will also aim at drawing lessons and recommendations that could inform future projects. The primary intended users of the evaluation are the Government of the Gambia, PBF FAO, UNDP, the implementing partners, institutional counterparts and all actors involved in the project implementation. The evaluation will also seek appropriate ways to fully involve and fully inform on the evaluation process and results, the organisations, households and individuals in the programme area.
10. This evaluation will examine the project's implementation process and peacebuilding results, drawing upon the project's results framework as well as other monitoring data collected on the project outputs and outcomes as well as context. The evaluation focus is on the peacebuilding result. Peacebuilding projects frequently employ approaches that work through thematic areas that overlap with development or humanitarian goals. This evaluation of peacebuilding projects, however, will include not only reflection on progress within the thematic area but the degree to which such progress may or may not have contributed to addressing a relevant conflict factor.
11. The evaluation will also have a formative purpose on FAO's contribution to peacebuilding through its technical areas. FAO Office of Evaluation, in agreement with the PBF evaluation function, will develop an over-arching evaluative framework for all the PBF projects under its responsibility. This exercise therefore

foresees the conduct of six project evaluations in eight countries to collect lessons learned and overarching insights into FAOs experience and results in implementing peace-building projects. This project evaluation will therefore serve as one channel of evaluative information for the overarching evaluation. The purpose of the overarching exercise will be to support and develop a more comprehensive approach to learning from results across the PBF activities that can be used to articulate the analysis, design and effectiveness of future interventions as well as provide a platform for multi-country and partners' collective learning. This current PBF evaluation will serve to inform the design and development of the over-arching evaluative framework and participatory collective processes connected to it.

## Evaluation scope

12. The scope of this evaluation is the entire implementation period of the project, from 1st December 2018 for 18 months with a six-month no cost extension. One foreseen limitation will be the travel restriction due to the on-going global pandemic (COVID-19). At the inception phase, the evaluation will ascertain the feasibility of field visits and develop a mitigation plan if access to project sites is not possible. Another foreseen limitation will be the availability of staff and stakeholders involved in project implementation as most of the project activities have been completed. This risk can be partially managed by organising remote interviews with these identified stakeholders. The positive aspect of this limitation will be that the evaluation team can probe the durability of the results, after the completion of project activities.

## Evaluation objective and questions

13. The specific objectives of this evaluation are:

- Assess the relevance and appropriateness of the project in terms of addressing key drivers of conflict and the most relevant peacebuilding issues and the degree to which the project addressed cross-cutting issues such as conflict and gender-sensitivity in the Gambia.
- Assess the effectiveness of the project, including the level of achievement and the quality of the project outcomes and outputs and collect qualitative and quantitative evidence on the results of project activities and any positive or negative changes and change pathways linked to them.
- Assess the project's efficiency, including its implementation strategy, institutional arrangements as well as its management and operational systems, monitoring and evaluation systems, and value for money.
- Document good practices, innovations and lessons emerging from the project.
- Provide actionable recommendations for future programming.

14. The evaluation will be guided by OED DAC key evaluation questions that are presented in Box 1. The questions will be further developed and elaborated by the evaluation team in an evaluation matrix.

### Box 2: Evaluation Question

#### **RELEVANCE**

- Was the project relevant in addressing conflict drivers and factors for peace identified in a conflict analysis? Was the conflict analysis for the project design adequate?

- Was the project appropriate and strategic to the main technical areas and peacebuilding goals and challenges in the country at the time of the PBF project's design? Did relevance continue throughout implementation?
- Was the project relevant to the UN's peacebuilding mandate and the SDGs, in particular SDG 16?
- Was the project relevant to the needs and priorities of the target groups/beneficiaries? Were they consulted during design and implementation of the project?
- How relevant & responsive has the project been to supporting the technical areas and peacebuilding priorities in the Gambia, as outlined in key UN and Government strategic documents?
- Did the project's theory of change clearly articulate assumptions about why the project approach is expected to produce the desired change? Was the theory of change grounded in evidence?
- To what extent did the PBF project respond to the technical needs and peacebuilding gaps?

#### ***EFFICIENCY***

- How efficient was the overall staffing, planning and coordination within the project (including between the two implementing agencies and with stakeholders)? Have project funds and activities been delivered in a timely manner?
- How efficient and successful was the project's implementation approach, including procurement, number of implementing partners and other activities?
- How efficiently did the project use the project board?
- How well did the project collect and use data to monitor results? How effectively was updated data used to manage the project?
- How well did the project team communicate with implementing partners, stakeholders and project beneficiaries on its progress?
- Overall, did the project provide value for money? Have resources been used efficiently?
- To what extent did the project ensure synergies within different programmes of UN agencies and other implementing organizations and donors with a similar portfolio?

#### ***EFFECTIVENESS***

- To what extent did the PBF project achieve its intended objectives and contribute to the project's strategic vision?
- Did the project achieve its outcomes and outputs and what progress did it make against its indicators?
- What has impacted the achievement of results?
- Have there been any unintended consequences?
- To what extent did the PBF project substantively mainstream a gender and support gender-responsive peacebuilding?
- How appropriate and clear was the PBF project's targeting strategy in terms of geographic and beneficiary targeting? Did the project adequately take into account the gender dimension so as to promote gender equality and women's empowerment throughout the project?
- Was the project monitoring system adequately capturing data on technical needs and ***peacebuilding*** results at an appropriate outcome level?

#### ***SUSTAINABILITY & OWNERSHIP***

- To what extent did the PBF project contribute to the broader strategic outcomes identified in nationally owned strategic plans, legislative agendas and policies?
- Did the intervention design include an appropriate sustainability and exit strategy (including promoting national/local ownership, use of national capacity etc.) to support positive changes in the technical needs and in peacebuilding after the end of the project?
- How strong is the commitment of the Government and other stakeholders to sustaining the results of PBF support and continuing initiatives, especially women's participation in decision making processes, supported under PBF Project?
- How has the project enhanced and contributed to the development of national capacity in order to ensure suitability of efforts and benefits?

#### ***COHERENCE***

- How responsive has the project been to supporting the technical needs and peacebuilding priorities in the country, as set by the Government and the UN?
- To what extent did the PBF project complement work among different entities, especially with other UN actors?

- If the project was part of a broader package of PBF, to what degree were the project's design, implementation, monitoring and reporting complementary to that of other projects'?
- How were stakeholders involved in the project's design and implementation?
- The extent to which HDPN was applied, were opportunities for this used and partnerships established?

***CONFLICT-SENSITIVITY***

- Did the PBF project have an explicit approach to conflict-sensitivity?
- Were RUNOs and NUNOs' internal capacities adequate for ensuring an ongoing conflict-sensitive approach?
- Was the project responsible for any unintended negative impacts?
- Was an ongoing process of context monitoring and a monitoring system that allows for monitoring of unintended impacts established?

***CATALYTIC:***

- Did the project team/ implementing agencies explicitly try to search for catalytic results, financial or programmatic?
- Was the project financially and/or programmatically catalytic?
- Has PBF funding been used to scale-up other peacebuilding work and/or has it helped to create broader platforms for peacebuilding?

## **Methodology**

15. The evaluation will be managed by the FAO Office of Evaluation in Rome and will be conducted by a team of independent evaluation consultants. As the partnership dimension of the PBF is essential, the evaluation manager and team will work in close collaboration and consultation with the UNDP and PBF evaluation functions. The latter – together with the RCO - will provide feedback on the ToRs, the methodology, the evaluation conduct and draft and final report, as well as on the dissemination of the findings and lessons.
16. The methodology described in this ToR is based on an initial assessment carried out by the Evaluation Manager. The key evaluation questions will guide the overall assessment. The evaluation team will adhere to the UNEG Norms & Standards<sup>4</sup>. The evaluation will rely on analyses of various sources of information including: desk review of the project documentation as well as interviews with key stakeholders including project staff, the government, resource partners, executing partners, community members and project beneficiaries among others. The evidence generated from the internal mid-term review of the PBF project will be used to inform this evaluation.

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<sup>4</sup> UNEG (2005). Norms for Evaluation in the UN System. Available at <http://www.uneval.org/document/detail/21>

17. At the inception phase of the evaluation, the evaluation team will prepare a methodological note, which will include the evaluation matrix and outline the key data collection protocols and stakeholder mapping (to identify key informants).
18. The global pandemic (COVID-19) has caused several travel restrictions; the evaluation team will assess the local situation to determine the feasibility of field visits during the inception phase. The evaluation will adopt a consultative and transparent approach with internal and external stakeholders throughout the process. Triangulation of evidence and information gathered will underpin its validation and analysis and will support conclusions and recommendations.

## Roles and responsibilities

19. This section describes the different roles that key stakeholders are expected to play in the design and implementation of the evaluation.
20. The **FAO Office of Evaluation (OED)**, in particular the Evaluation Manager (EM) develops the draft ToR with inputs from the Project Task Force (PTF). The PTF assist the Evaluation Manager in drafting the ToR and in the organization of the mission. The Evaluation Manager is responsible for the finalization of the ToR and of the identification of the evaluation team members. The Evaluation Manager shall brief the evaluation team on the evaluation methodology and process and will review the final draft report for quality assurance purposes in terms of presentation, compliance with the ToR and timely delivery, clarity and soundness of evidence provided and of the analysis supporting conclusions and recommendations in the evaluation report.
21. The **Evaluation Advisory Group (EAG)** is formed by focal points of the evaluation functions of UNDP and the PBF as well as government representative (government focal point for the project). The EAG is responsible for providing timely feedback on the Terms of Reference, and draft and final evaluation reports. The OED EM will also provide periodic updates on the evaluation conduct and may also seek additional advice and feedback, should any issues arise during the conduct.
22. The **Project Task Force (PTF)**, which includes the FAO Budget Holder (BH), the Lead Technical Officer (LTO) and the Team of the project to be evaluated including the UNDP staff involved, are responsible for initiating the evaluation process, providing inputs to the first version of the Terms of Reference. They are required to participate in meetings with the evaluation team, as necessary, make available information and documentation, and comment on the terms of reference and report. Involvement of different members of the PTF will depend on respective roles and participation in the project. The BH is also responsible for leading and coordinating the preparation of the FAO Management Response and the Follow-up Report to the evaluation, fully supported in this task by the LTO and others members of the PTF. OED guidelines for the Management Response and the Follow-up Report provide necessary details on this process.
23. The **Evaluation Team (ET)** is responsible for further developing and applying the evaluation methodology, for conducting the evaluation, and for producing the evaluation report. All team members, including the Evaluation Team Leader (ETL), will participate in briefing and debriefing meetings, discussions, field visits, and will contribute to the evaluation with written inputs for the final draft and final report. The evaluation team will agree on the outline of the report early in the evaluation process, based on the template provided by OED. The ET will also be free to expand the scope, criteria, questions and issues listed above, as well as develop its own evaluation tools and framework, within time and resources available and based on discussions with the EM, consults the BH and PTF where necessary. The ET is fully responsible for its report, which may not reflect the views of the Government or of FAO. An evaluation report is not subject to technical clearance by FAO although OED is responsible for Quality Assurance of all evaluation reports.



24. The ETL guides and coordinates the ET members in their specific work, discusses their findings, conclusions and recommendations and prepares the final draft and the final report, consolidating the inputs from the team members with his/her own.

## Evaluation team composition and profile

25. The team will comprise two or three experts. The number of experts will depend on the evaluation provision and profiles of consultants available. The consultants should be independent: they should not have been involved in the design and execution of the project or in advisory activities related to any aspect of the project. As a whole the team should have expertise in:

- Evaluation experience of global and complex projects; experience with peacebuilding evaluation in particular is a distinct advantage.
- Extensive experience in conflict settings.
- Understanding of gender and human rights aspects.
- Natural resource governance and community-based management.
- Agricultural economics, agribusiness and financing.
- Experience in evaluating UN projects in the West Africa, preferably in the Gambia.

26. To the extent possible, the evaluation team will be balanced in terms of gender representation.

## Evaluation products (deliverables) and dissemination

27. The evaluation team will be accountable for producing the following products:

- a. **Inception report:** will be prepared by the evaluation team before going into the fully-fledged data collection exercise. It will be brief and detail the evaluators' understanding of what is being evaluated and why, providing more detail on the methodology and showing how each evaluation question will be answered by way of: sub-questions, proposed methods, proposed sources of data and data collection procedures. The methodological note should include a proposed schedule of tasks, activities and deliverables, designating a team member with the lead responsibility for each task or product. The inception report needs to be validated by the EAG (including PBSO/PBF) before the evaluation proceeds to the field part.
- b. **Draft evaluation report:** OED will review the zero draft of the evaluation report submitted by the evaluation team to ensure it meets the required quality criteria. The draft evaluation report will then be circulated among key stakeholders for comments before finalisation; suggestions will be incorporated as deemed appropriate by the evaluation team.
- c. **Debriefing presentation** (presentation of preliminary findings to validate the findings and conclusions).
- d. **Final evaluation report:** should include an executive summary and illustrate the evidence found that responds to the evaluation questions listed in the ToR. The report will be prepared following the OED template for project evaluation reports. Supporting data and analysis should be put as an appendix to the report when considered important to complement the main report.

28. The evaluation has both accountability and a learning dimension. In order to maximize the usefulness and utilization of the exercise, the Evaluation Manager, with the involvement of the various stakeholders, will seek to maximize the learning impact of both the evaluation process and the deliverables. In particular, the evaluation will comprise:

- a. An inclusive and transparent communication process during the evaluation conduct, during which both the direct and indirect stakeholders will be updated and engaged in reciprocal exchanges, as necessary.
- b. A validation workshop for the findings and conclusions, which will be used also to refine the recommendations and make them usable and realistic. This may also take place in remote.
- c. A final and/or multiple presentations to indirect stakeholders (heads of country offices, other UN Agencies, national counterparts and other partners). This can extend to counterparts in other countries and locations who may wish to learn from the PBF results in the Gambia.
- d. The evaluation team will discuss with implementing partners and people and organizations involved in project activities, the best way to ensure that the learning and results from the evaluation can be shared with them. This could be in the form of a brief in English and local languages or making use of other forms of communication (short video to be share on mobile phones, WhatsApp or other, such as radio programme).

## Evaluation timeframe

29. The entire evaluation process (overarching and project) will take place between December 2020 and June 2021, with the project evaluations initiating in Feb and finalized end of May 2021. The data collection phase for the project evaluation will take place between March and April. The timetable below shows a tentative programme of travel and work, which may be revised upon further consultation with the stakeholders. The timeline referring to the project evaluation is shaded below.

	<b>Evaluation process</b>	<b>Dates</b>
Overarching	Recruitment of overarching team leaders	December 2020
	Workshop with project team	December 2020
	Review of project documentation and preliminary design of project TORs	January 2021
	Design of overarching framework	Feb 2021
Project evaluations	<b>Recruitment of national evaluation teams</b>	<b>Feb 2021</b>
	<b>Primary and secondary data collection</b>	<b>March 2021</b>
	<b>Briefing and presentation of preliminary findings</b>	<b>March/April 2021</b>
	<b>Draft project evaluation reports for circulation</b>	<b>April 2021</b>
	<b>Final project evaluation reports</b>	<b>April/May 2021</b>
Final	Analysis of project findings for meta-synthesis	May 2021
	Lessons learned workshop validation of synthesis	June 2021

## Annex 2. Portfolio Analysis/ Evaluation Matrix

A. Relevance and strategic positioning	
<b>Evaluation Question 1. <i>Relevance of projects and interventions in relation to identified peace-building needs and priorities</i></b>	
<b>Sub-question 1.1:</b> What was the quality of the conflict analyses, and were the technical interventions relevant in designing pathways (main and contributory) to address the conflict drivers and opportunities for peace identified?	
Indicators	Project specific sub-questions
<ul style="list-style-type: none"> <li>• High quality conflict analyses that identified the main drivers of conflict and opportunities for peace</li> <li>• Pathways to peace were designed to reduce the identified conflict drivers</li> </ul>	<p>1.1.1 How was the relevance to support for local and national authorities to adopt coherent legislative and customary frameworks that will lead to equitable land and natural resources allocation, transfer and dispute resolution?</p> <p>1.1.2 How was the relevance for support for communities to have capacities for and become aware of and use appropriate dispute resolution mechanisms so as to address disputes concerning land and natural resources especially in conflict hot spots?</p>
<b>Assumptions to be verified</b> <ul style="list-style-type: none"> <li>— Conflict analyses was done and used to develop project objectives and interventions</li> <li>— The identified drivers of conflict were relevant and of significance</li> </ul>	
<b>Sub-question 1.2:</b> Where the relevant conflict and peace actors effectively identified, and all relevant stakeholders mobilized (including spoilers)?	
Indicators	Project specific sub-questions
<ul style="list-style-type: none"> <li>• The main actors that can contribute to the pathways to peace were identified and mobilized</li> <li>• Spoilers were engaged and their negative impact was reduced</li> </ul>	<p>1.2.1 How efficient was the partnership between implementing agencies, in maximising peace impact building on comparative advantages?</p> <p>1.2.2 Where the spoilers engaged and their negative impact reduced?</p>
<b>Assumptions to be verified</b> <ul style="list-style-type: none"> <li>— Conflict analyses included an actor mapping including their relations and interests</li> </ul>	
<b>Sub-question 1.3:</b> What was the level of participation and voice of the target groups to set priorities?	
Indicators	Project specific sub-questions
<ul style="list-style-type: none"> <li>• Target groups express that their voice in setting priorities was heard</li> <li>• Number of meetings, workshop undertaken for the consultation of stakeholders in the relevant regions</li> <li>• All subgroups (sex, ethnic, production modes, age) were included in participatory processes</li> </ul>	<p>1.3.1 How where the target groups involved in setting priorities for the project?</p> <p>1.3.2 Where all subgroups (sex, ethnic, production modes, age) included in participatory processes?</p>
<b>Assumptions to be verified</b> <ul style="list-style-type: none"> <li>— The different subgroups of potential target groups were identified and consulted in the relevant regions with a good mix of youth, women and ethnic groups</li> </ul>	

<b>Sub-question 1.4:</b> Did the project's TOC clearly articulate assumptions about why the project approach was expected to produce the desired change in terms of peace contribution? Were and are these assumptions still valid?	
<b>Indicators</b>	<b>Project specific sub-questions</b>
<ul style="list-style-type: none"> <li>Assumptions were spelled out in design of the project</li> <li>Were the assumptions changed during project implementation</li> </ul>	<p>1.4.1 Where assumptions spelled out in the design of the project?</p> <p>1.4.2 Where the assumptions changed during project implementation?</p>
<b>Assumptions to be verified</b>	
— Assumptions were and/or are still valid	
<b>Evaluation Question 2. What was the level of coherence of the projects with government, UN and local priorities and initiatives?</b>	
<b>Sub-question 2.1:</b> How responsive has the project been to supporting peacebuilding priorities in the Gambia as set by the Government and the UN?	
<b>Indicators</b>	<b>Project specific sub-questions</b>
<ul style="list-style-type: none"> <li>Levels of alignment with UN peacebuilding priorities in the countries/region</li> <li>Levels of alignment with Government priorities in the countries</li> </ul>	<p>2.1.1 How responsive has the project been to supporting peacebuilding priorities in the Gambia, as set by the Government and the UN?</p> <p>2.1.2 How was the levels of alignment with Government priorities in the Gambia</p>
<b>Assumptions to be verified</b>	
<ul style="list-style-type: none"> <li>UN priorities were set</li> <li>Project contributes directly to one or more of the UN engagement frameworks in country</li> <li>Government priorities are in line with international policies and PBF priorities</li> </ul>	
<b>Sub-question 2.2:</b> To what extent were the PBF financed projects implemented in synergy with different entities, especially with other UN actors?	
<b>Indicators</b>	<b>Project specific sub-questions</b>
<ul style="list-style-type: none"> <li>Effectiveness of collaboration with UN partners in the consortium</li> <li>Effectiveness of collaboration with implementing partners</li> <li>Effectiveness of collaboration with Government</li> <li>Effectiveness of collaboration with local civil society actors</li> </ul>	<p>2.2.1 How was the effectiveness of collaboration with FAO and UNDP?</p> <p>2.2.2 How was the effectiveness of collaboration with implementing partners?</p> <p>2.2.3 How was the effectiveness of collaboration with Government (the Ministries of Lands and Regional Government, Agriculture, Environment, Climate Change and Natural Resources, Justice, The National Environment Agency and National Assembly)?</p> <p>2.2.4. How was the effectiveness of collaboration with local civil society actors (Action Aid, WANEP, CSR, UP and ADRC)?</p>
<b>Assumptions to be verified</b>	
<ul style="list-style-type: none"> <li>The project was interagency</li> <li>The project had implementing partners</li> <li>The project had regular and documented coordination meetings with partner organizations</li> <li>The project document describes well the synergies and complementarities with other organizations</li> </ul>	

<b>Sub-question 2.3:</b> If the project was part of a broader package of PBF (PRF) in the countries, to what degree were the project's design, implementation, monitoring and reporting aligned with that of other projects' and to what extent did they contribute to other project results?	
<b>Indicators</b>	<b>Project specific sub-questions</b>
<ul style="list-style-type: none"> <li>• Level of alignment of the project's design, implementation, monitoring and reporting with other PBF funded projects</li> <li>• Project document clearly articulates synergies with other PBF projects or other organizations' projects</li> </ul>	<p>2.3.1 How was the level of alignment of the project's design, implementation, monitoring and reporting with other PBF funded projects</p> <p>2.3.2 Did the project document clearly articulates synergies with other PBF projects or other organizations' projects</p>
<b>Assumptions to be verified</b>	
<ul style="list-style-type: none"> <li>— Projects were/ were not part of a broader package of PBF</li> <li>— An overarching result (strategic plan) exists and describes synergies between different projects</li> </ul>	
<b>Sub-question 2.4:</b> How were stakeholders involved in the project's design and implementation?	
<b>Indicators</b>	<b>Project specific sub-questions</b>
<ul style="list-style-type: none"> <li>• Level of involvement of UN partners in the consortium in the project's design and implementation</li> <li>• Level of involvement of implementing partners in the project's design and implementation</li> <li>• Level of involvement of Government in the project's design and implementation</li> <li>• Level of involvement of local civil society actors in the project's design and implementation</li> <li>• Levels of involvement of beneficiaries, including women and youth involved in project design</li> </ul>	<p>2.4.1 How was the level of involvement of FAO and UNDP in the project's design and implementation?</p> <p>2.4.2 How was the level of involvement of implementing partners in the project's design and implementation?</p> <p>2.4.3. How was the level of involvement of Government (the Ministries of Lands and Regional Government, Agriculture, Environment, Climate Change and Natural Resources, Justice, The National Environment Agency and National Assembly) in the project's design and implementation</p> <p>2.4.3. How was the level of involvement of local civil society actors (Action Aid, WANEP, CSR, UP and ADRC) in the project's design and implementation</p> <p>2.4.4. How were the levels of involvement of beneficiaries, including women and youth involved in project design?</p>
<b>Assumptions to be verified</b>	
<ul style="list-style-type: none"> <li>— The relevant stakeholders have been identified</li> <li>— The project approach and strategy reflect the consultations</li> </ul>	
<b>Sub-question 2.5:</b> The extent to which HDPN was applied, were opportunities for this used and partnerships established?	
<b>Indicators</b>	<b>Project specific sub-questions</b>
<ul style="list-style-type: none"> <li>• The extent to which HDPN was applied, and the coherence and multiplying effects on the three sub-questions</li> <li>• The opportunities for HDPN identified and used or not used</li> </ul>	<p>2.5.1 How was the extent to which HDPN was applied, and the coherence and multiplying effects on the three sub-questions?</p> <p>2.5.2 Where the opportunities for HDPN identified and used or not used?</p>
<b>Assumptions to be verified</b>	
<ul style="list-style-type: none"> <li>— HDPN was appropriate for the project</li> </ul>	
<b>B. Results</b>	

<b>Evaluation Question 3: Attribution/contribution to outcomes/impact in relation to identified peace-building needs and priorities</b>	
<b>Sub-question 3.1:</b> Which contributions to outcomes or initial impact in terms of pathways to peace can be attributed to the project interventions?	
<b>Indicators</b>	<b>Project specific sub-questions</b>
<ul style="list-style-type: none"> <li>▪ Beneficiaries and stakeholder express reduction in outbreaks of violent conflict</li> <li>▪ Increased collaborative capacities within and between communities due to project activities</li> <li>▪ Increased collaboration between local communities and local institutions due to project activities</li> <li>▪ Enhanced and inclusive conflict management mechanisms due to the projects 'activities</li> <li>▪ Greater involvement of women and youth in conflict prevention and mitigation</li> </ul>	<p>3.1.1 Did the project contribute to beneficiaries and stakeholder expression of reduction in outbreaks of violent conflict?</p> <p>3.1.2 Did the project contribute to increased collaborative capacities within and between communities due to project activities?</p> <p>3.1.3. Did the project contribute to increased collaboration between local communities and local institutions due to project activities?</p> <p>3.1.4. Did the project contribute to enhanced and inclusive conflict management mechanisms due to the projects 'activities?</p> <p>3.1.5. Did the project contribute to greater involvement of women and youth in conflict prevention and mitigation?</p>
<b>Assumptions to be verified</b>	
— Other influencers challenging attribution	
<b>Sub-question 3.2:</b> Is there a clear connection between women empowerment and how this contributed to the pathways to peace?	
<b>Indicators</b>	<b>Project specific sub-questions</b>
<ul style="list-style-type: none"> <li>• Reduction of targeted women's participation or instigation of in conflict in the intervention areas</li> <li>• Increase in constructive roles of targeted youth in their communities with an impact on security and peace</li> <li>• Increased in women involvement and representation in decision making processes related to peace building and reducing conflict</li> </ul>	<p>3.2.1 Did the reduction of targeted women's participation or instigation of in conflict in the intervention areas contribute to the pathways to peace?</p> <p>3.2.2. Did the increase in constructive roles of targeted youth in their communities with an impact on security and peace contribute to the pathways to peace?</p> <p>3.2.3. Did the increase in women involvement and representation in decision making processes related to peace building and reducing conflict contribute to the pathways to peace?</p>
<b>Assumptions to be verified</b>	
— Income generation and peace, does economic empowerment of women reduces conflict	
— Increased participation of women in conflict resolution mechanisms improves their effectiveness	
<b>Sub-question 3.3:</b> Is there a clear connection between youth empowerment and how this contributed to the pathways to peace?	

Indicators	Project specific sub-questions
<ul style="list-style-type: none"> <li>• Reduction of targeted youth's participation in conflict in the intervention areas</li> <li>• Increase in constructive roles of targeted youth in their communities</li> </ul>	<p>3.3.1 Was there a reduction of targeted youth's participation in conflict in the intervention areas?</p> <p>3.3.2 Was there an increase in constructive roles of targeted youth in their communities?</p>
<p><b>Assumptions to be verified</b></p> <ul style="list-style-type: none"> <li>— Income generation and peace, does economic empowerment of youth reduces conflict?</li> <li>— Increased participation of youth in conflict resolution mechanisms improves their effectiveness</li> </ul>	
<p><b>Sub-question 3.4:</b> Is there a clear indication on how more effective and inclusive NRM (and/or diversification of livelihoods) has led to increased social cohesion and reduction of violence?</p>	
Indicators	Project specific sub-questions
<ul style="list-style-type: none"> <li>• More effective and inclusive NRM mechanism established/enhanced by the project</li> <li>• Inclusion of youth in NRM has resulted in a reduction of violence</li> <li>• Inclusion of women in NRM has resulted in a reduction of violence</li> <li>• Inclusion of the different ethnic groups has resulted in a reduction of violence</li> </ul>	<p>3.4.1 Was a more effective and inclusive NRM mechanism established/enhanced by the project?</p> <p>3.4.2 Has inclusion of youth in NRM resulted in a reduction of violence?</p> <p>3.4.3. Has inclusion of women in NRM resulted in a reduction of violence?</p> <p>3.4.4. Has inclusion of the different ethnic groups resulted in a reduction of violence?</p>
<p><b>Assumptions to be verified</b></p> <ul style="list-style-type: none"> <li>— The inclusion of youth and /or women in local committee has an impact on reduction of tension between farmers and herders</li> <li>— Women, youth, and other groups want to participate in local committees and have the relevant skills/means to engage positively</li> </ul>	
<p><b>Sub-question 3.5:</b> Did the project contribute to the reduction of cross-border conflicts?</p>	
Indicators	Project specific sub-questions
<ul style="list-style-type: none"> <li>• Cross-border conflicts and violence are reduced due to the project activities</li> <li>• Communities consider that the project had a positive impact on the conflict and violence in the area</li> </ul>	<p>3.5.1 Did cross-border conflicts and violence reduce due to the project activities?</p> <p>3.5.2. Did communities consider that the project had a positive impact on the conflict and violence in the area?</p>
<p><b>Assumptions to be verified</b></p> <ul style="list-style-type: none"> <li>— Significant cross-border violence existed</li> </ul>	
<p><b>Sub-question 3.6:</b> Were insights/findings of the conflict analyses on inter-community conflicts and violence effectively addressed in the projects</p>	
Indicators	Project specific sub-questions
<ul style="list-style-type: none"> <li>• Identified inter-community conflict drivers and violence significantly reduced</li> </ul>	<p>3.6.1 Where the identified inter-community conflict drivers and violence significantly reduced?</p>
<p><b>Assumptions to be verified</b></p>	

— Existence of intercommunity violence	
<b>Sub-question 3.7:</b> Did the project contribute to strengthening regulatory frameworks and institutions to regulate use and rights over natural resources, and did this, or is this likely to reduce conflict?	
<b>Indicators</b>	<b>Project specific sub-questions</b>
<ul style="list-style-type: none"> <li>Regulatory frameworks and institutions to regulate use and rights over natural resources improved (clarity and inclusivity)</li> <li>Institutions to regulate use and rights over natural resources have increased capacities</li> <li>Reduction of conflict due to improved regulatory frameworks and/or functioning of institutions that have the mandate to regulate</li> </ul>	<p>3.7.1 Where the regulatory frameworks and institutions to regulate use and rights over natural resources improved (clarity and inclusivity)?</p> <p>3.7.2 Where institutions to regulate use and rights over natural resources have increased capacities?</p> <p>3.7.3. Was there a reduction of conflict due to improved regulatory frameworks and/or functioning of institutions that have the mandate to regulate?</p>
<b>Assumptions to be verified</b>	
<p>— Regulatory frameworks (or lack of them) were leading to conflict</p> <p>— Capacity of institutions to regulate use and rights over natural resources was weak</p>	
<b>Sub-question 3.8:</b> Did the project create any peace dividends and for who?	
<b>Indicators</b>	<b>Project specific sub-questions</b>
<ul style="list-style-type: none"> <li>The perceptions of targeted groups with regards to the contribution of the project to peacebuilding</li> <li>The most significant change expressed by beneficiaries and stakeholders</li> <li>The biggest disappointment of beneficiaries and stakeholders</li> </ul>	<p>3.8.1. What is the perceptions of targeted groups with regards to the contribution of the project to peacebuilding?</p> <p>3.8.2. What is the most significant change expressed by beneficiaries and stakeholders?</p> <p>3.8.3. What is the biggest disappointment of beneficiaries and stakeholders?</p>
<b>Assumptions to be verified</b>	
— The projects created peace dividends, namely reduction in conflicts.	
<b>Evaluation Question 4. The <u>effectiveness</u> of the project to reach peacebuilding results at outcome levels?</b>	
<b>Sub-question 4.1:</b> To what extent did the intervention contribute to the identified pathways to peace?	
<b>Indicators</b>	<b>Project specific sub-questions</b>
<ul style="list-style-type: none"> <li>Increase in disputes solved in a nonviolent manner and resource-related incidents reduced</li> <li>Reduced horizontal inequalities and resulting grievances between groups</li> <li>Strengthened regulatory frameworks and institutions to regulate use and rights over natural resources</li> <li>Conflict drivers identified are reduced due to the project's activities</li> </ul>	<p>4.1.1. Was an increase in disputes solved in a nonviolent manner and resource-related incidents reduced?</p> <p>4.1.2. Was there a reduced horizontal inequalities and resulting grievances between groups?</p> <p>4.1.3. Was there strengthened regulatory frameworks and institutions to regulate use and rights over natural resources?</p> <p>4.1.4. Where conflict drivers identified are reduced due to the project's activities?</p>



<b>Sub-question 4.2:</b> To what extent did the PBF project substantively mainstream a gender and support gender-responsive peacebuilding?	
<b>Indicators</b>	<b>Project specific sub-questions</b>
<ul style="list-style-type: none"> <li>• Level of participation of girls and women in project activities</li> <li>• Level of project resources allocated to activities empowering women</li> <li>• Percentage of female (compared to male) who consider their capacities have improve to mitigate and resolve conflicts</li> <li>• Percentage of female (compared to male) who consider that the security has improved in their community</li> </ul>	<p>4.2.1 How was the level of participation of girls and women in project activities?</p> <p>4.2.2 What was the level of project resources allocated to activities empowering women?</p> <p>4.2.3. What was the Percentage of female (compared to male) who consider their capacities have improve to mitigate and resolve conflicts?</p> <p>4.2.4. What was the percentage of female (compared to male) who consider that the security has improved in their community?</p>
<b>Assumptions to be verified</b>	
<ul style="list-style-type: none"> <li>— Women were consulted in during project designed</li> <li>— Women were consulted during project perception survey</li> <li>— Gender matrix level of the project</li> </ul>	
<b>Sub-question 4.3:</b> How was social inclusion mainstreamed in the project design, the identification of beneficiaries, in implementation and M&E, and was there any corrective action taken when noticed that some groups were left behind – benefited less (gender, age, ethnic/ groups etc.)	
<b>Indicators</b>	<b>Project specific sub-questions</b>
<ul style="list-style-type: none"> <li>• Indicators and baseline survey data was disaggregated by sex, age and ethnicity/groups</li> <li>• Monitoring reports highlight results in terms of effect of activities on different groups</li> <li>• Corrective actions were taken and documented</li> </ul>	<p>4.3.1 Where indicators and baseline survey data disaggregated by sex, age and ethnicity/groups?</p> <p>4.3.2 Did the monitoring reports highlight results in terms of effect of activities on different groups?</p> <p>4.3.3. Where corrective actions taken and documented?</p>
<b>Assumptions to be verified</b>	
<ul style="list-style-type: none"> <li>— Systems were put in place to monitor and to consult with representative of these groups</li> </ul>	
<b>Sub-question 4.4:</b> Was the project monitoring system adequately capturing data on <i>peacebuilding</i> results at an appropriate outcome level?	
<b>Indicators</b>	<b>Project specific sub-questions</b>
<ul style="list-style-type: none"> <li>▪ The result frameworks had clear, coherent result chains, baseline and targets for each indicator at outcome level</li> <li>▪ The projects had well-designed and well implemented M&amp;E plans capturing data on progress in peacebuilding and pathways to peace</li> </ul>	<p>4.4.1. Did the result frameworks have clear, coherent result chains, baseline and targets for each indicator at outcome level?</p> <p>4.4.2 Did the project have well-designed and well implemented M&amp;E plans capturing data on progress in peacebuilding and pathways to peace?</p>
<b>Assumptions to be verified</b>	
<ul style="list-style-type: none"> <li>— Sufficient and clear indicators to measure results   fostering pathways to peace are present</li> </ul>	
<b>Evaluation Question 5. Level of <u>ownership, capacities and sustainability</u> created to extend capacities to foster pathways to peace beyond the projects 'duration</b>	

<b>Sub-question 5.1:</b> To what extent did the PBF project contributes to the broader strategic outcomes identified in nationally owned strategic plans, legislative agendas, and policies?	
<b>Indicators</b>	<b>Project specific sub-questions</b>
<ul style="list-style-type: none"> <li>Nationally owned strategic plans, legislative agendas and policies are reflected in the project design and the project contributed to these</li> <li>The key government institutions were part of the design and implementation of the project</li> </ul>	5.1.1 Where nationally owned strategic plans, legislative agendas and policies reflected in the project design and the project contributed to these? 5.1.2 Where the key government institutions part of the design and implementation of the project?
<b>Assumptions to be verified</b>	
<ul style="list-style-type: none"> <li></li> </ul>	
<b>Sub-question 5.2:</b> How strong is the commitment of the Government and other stakeholders to sustaining the results of PBF support and continuing initiatives?	
<b>Indicators</b>	<b>Project specific sub-questions</b>
<ul style="list-style-type: none"> <li>Government agents were involved in the implementation of the project</li> <li>Authorities are satisfied with the results of the project</li> <li>Government agents continue or build on activities initiated by the project</li> </ul>	5.2.1 Where Government agents involved in the implementation of the project? 5.2.2 Are authorities satisfied with the results of the project? 5.2.3. Did Government agents continue or build on activities initiated by the project?
<b>Assumptions to be verified</b>	
<ul style="list-style-type: none"> <li>The project has a well-defined exit strategy</li> </ul>	
<b>Sub-question 5.3:</b> How has the project enhanced and contributed to the development of national capacity in order to ensure suitability of efforts and benefits?	
<b>Indicators</b>	<b>Project specific sub-questions</b>
<ul style="list-style-type: none"> <li>Relevant capacity strengthening exercise were undertaken and participants were satisfied with quality and relevance</li> <li>The key stakeholders have the logistical means and human capacities to continue contribute to the transformation achieved by the project</li> <li>Quality and relevance of the equipment provided and maintenance plan ensured</li> </ul>	5.3.1 Was relevant capacity strengthening exercise undertaken and participants satisfied with quality and relevance? 5.3.2 Did the key stakeholders have the logistical means and human capacities to continue contributing to the transformation achieved by the project? 5.3.3. Was quality and relevance of the equipment provided and maintenance plan ensured?
<b>Assumptions to be verified</b>	
<ul style="list-style-type: none"> <li>The beneficiaries of capacity strengthening activities were the relevant ones to ensure sustainability of project impact</li> </ul>	
<b>Sub-question 5.4:</b> Did the projects contribute to more effective and inclusive conflict management mechanisms (formal as well as informal) and are these likely to be sustainable?	
<b>Indicators</b>	<b>Project specific sub-questions</b>
<ul style="list-style-type: none"> <li>Existing conflict management mechanisms enhanced in terms of more inclusive participation</li> <li>New conflict management committees</li> </ul>	5.4.1 Was the existing conflict management mechanisms enhanced in terms of more inclusive participation? 5.4.2 Where new conflict management committees established? If so how is their likely sustainability?

<ul style="list-style-type: none"> <li>established and their likely sustainability</li> <li>• Number and types of conflicts dealt with successfully by these mechanism</li> <li>• Government recognition of these mechanism and/or collaboration with them</li> <li>• Population recognizes the mechanism as useful and inclusive – beyond the project duration</li> </ul>	<p>5.4.3.What is the number and types of conflicts dealt with successfully by this mechanism? 5.4.3.Is there Government recognition of these mechanism and/or collaboration with them? 5.4.4 Does the population recognize the mechanism as useful and inclusive – beyond the project duration?</p>
<p><b>Assumptions to be verified</b></p> <ul style="list-style-type: none"> <li>▪ Conflict management mechanisms existed/enhanced</li> </ul>	
<p><b>Sub-question 5.5:</b> Did the projects foster durable solutions (reintegration, host/IDP) or mainly short-term relief and protection?</p>	
<p><b>Indicators</b></p>	<p><b>Project specific sub-questions</b></p>
<ul style="list-style-type: none"> <li>• The percent of community members and IDPs who consider that the solutions found will last beyond 1 year</li> <li>• What is the involvement of local stakeholders in finding sustainable solutions?</li> <li>• Legal barriers identified and addressed to foster durable solutions</li> </ul>	<p>5.5.1. What is the percent of community members who consider that the solutions found will last beyond 1 year? 5.5.2.What is the involvement of local stakeholders in finding sustainable solutions? 5.5.3. What were the legal barriers identified and addressed to foster durable solutions?</p>
<p><b>Assumptions to be verified</b></p> <ul style="list-style-type: none"> <li>▪ Project deals with host community issues</li> </ul>	
<p><b>Evaluation Question 6. What were the <u>catalytic</u> effects of the interventions to scale-up other peacebuilding work?</b></p>	
<p><b>Sub-question 6.1:</b> Was the project financially and/or programmatically catalytic?</p>	
<p><b>Indicators</b></p>	<p><b>Project specific sub-questions</b></p>
<ul style="list-style-type: none"> <li>• Have other organization financed an extension of the project activities?</li> <li>• Have other organization adopted the approach developed by the project</li> <li>• Has the Government started to allocate (more) budget to activities initiated by the project?</li> </ul>	<p>6.1.1 Have other organization financed an extension of the project activities? 6.1.2Have other organization adopted the approach developed by the project? 6.1.3.Has the Government started to allocate (more) budget to activities initiated by the project?</p>
<p><b>Assumptions to be verified</b></p> <ul style="list-style-type: none"> <li>— Project staff tried to have a financially catalytic effect</li> </ul>	
<p><b>Sub-question 6.2:</b> Has PBF funding been used to scale-up other peacebuilding work and/or has it helped to create broader platforms for peacebuilding?</p>	
<p><b>Indicators</b></p>	<p><b>Project specific sub-questions</b></p>
<ul style="list-style-type: none"> <li>• PBF funding has been used to scale-up ongoing peacebuilding work</li> <li>• PBF funding has helped to create broader platforms for peacebuilding</li> </ul>	<p>6.2.1 Has the PBF funding been used to scale-up ongoing peacebuilding work? 6.2.2Has PBF funding helped to create broader platforms for peacebuilding?</p>
<p><b>Assumptions to be verified</b></p>	

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<b>Sub-question 6.3:</b> Was technical diplomacy applied (e.g., in NRM, pastoralism, land tenure, water management etc.)	
<b>Indicators</b>	<b>Project specific sub-questions</b>
<ul style="list-style-type: none"> <li>▪ Technical diplomacy was effectively used and contributed to the pathways to peace</li> <li>▪ The different UN agencies in the projects used their technical expertise to apply technical diplomacy</li> </ul>	<p>6.3.1 Was technical diplomacy effectively used and contributed to the pathways to peace?</p> <p>6.3.2 Did the different UN agencies in the project used their technical expertise to apply technical diplomacy?</p>
<b>Assumptions to be verified</b>	
— The project design was based on technical diplomacy	
<b>Sub-question 6.4:</b> How novel or innovative was the project interventions and approaches? Can lessons be drawn to inform similar interventions elsewhere?	
<b>Indicators</b>	<b>Project specific sub-questions</b>
<ul style="list-style-type: none"> <li>• Innovative approaches piloted and lessons learned documented</li> </ul>	6.4.1 Where innovative approaches piloted and lessons learned documented?
<b>Assumptions to be verified</b>	
— Are successes replicable to other local circumstances?	
<b>Sub-question 6.5:</b> Was the project a stand-alone or part of a continuum of efforts of the organizations?	
<b>Indicators</b>	<b>Project specific sub-questions</b>
<ul style="list-style-type: none"> <li>• The PBF funding was used to continue pre-existing activities</li> <li>• The PBF funding was used to complement other funding streams</li> <li>• The PBF funding was used as seed-money and additional resources were mobilized to scale-up.</li> </ul>	<p>6.5.1 Was the PBF funding used to continue pre-existing activities?</p> <p>6.5.2 Was the PBF funding used to complement other funding streams?</p> <p>6.5.3. Was the PBF funding used as seed-money and additional resources were mobilized to scale-up?</p>
<b>Assumptions to be verified</b>	
— Funding from other sources was available	
<b>C. Organizational performance</b>	
<b>Evaluation Question 7. How was the <u>efficiency</u> of the projects, in terms of partnerships, M&amp;E and value for money?</b>	
<b>Sub-question 7.1:</b> How efficient was the partnership between implementing agencies, in maximizing peace impact building on comparative advantages?	
<b>Indicators</b>	<b>Project specific sub-questions</b>
<ul style="list-style-type: none"> <li>• Regular documented interagency meetings</li> <li>• Shared resources (co-location, cars, staff etc.)</li> </ul>	<p>7.1.1 Where there regular documented interagency meetings?</p> <p>7.1.2 Where there shared resources (co-location, cars, staff etc.)?</p>
<b>Assumptions to be verified</b>	
— In design comparative advantages were defined and design build on complementarity	
<b>Sub-question 7.2:</b> How well did the project collect and use data to monitor results? How effectively was updated data used to manage the project?	

Indicators	Project specific sub-questions
<ul style="list-style-type: none"> <li>• Effective M&amp;E system designed and implemented</li> <li>• Proof of regular reporting to project management of M&amp;E data</li> <li>• Effective cross-agency knowledge sharing and management</li> <li>• Adaptations of approaches and/or results framework due to monitoring results</li> </ul>	<p>7.2.1 Was the M&amp;E system effectively designed and implemented?</p> <p>7.2.2 Is there proof of regular reporting to project management of M&amp;E data?</p> <p>7.2.3. Was there effective cross-agency knowledge sharing and management?</p> <p>7.2.4. Where the adaptations of approaches and/or results framework due to monitoring results?</p>
<p><b>Assumptions to be verified</b></p> <ul style="list-style-type: none"> <li>• Baseline and targets completed</li> </ul>	
<p><b>Sub-question 7.3:</b> Overall, did the PBF project provide value for money?</p>	
Indicators	Project specific sub-questions
<ul style="list-style-type: none"> <li>• Balance between inputs and outputs</li> <li>• Proof of economization to maximize budget for operational activities</li> <li>• Efficiency and costs of implementing partners</li> <li>• Balance between local and international staff</li> </ul>	<p>7.3.1 Was there a balance between inputs and outputs?</p> <p>7.3.2 Was there a proof of economization to maximize budget for operational activities?</p> <p>7.3.3. Was there efficiency and costs of implementing partners?</p> <p>7.3.4. Was there a balance between local and international staff?</p>
<p><b>Assumptions to be verified</b></p>	
<p><b>Sub-question 7.4:</b> Were any direct or indirect contributions of the Government solicited and achieved to maximize impact?</p>	
Indicators	Project specific sub-questions
<ul style="list-style-type: none"> <li>• Levels of engagements of Government since the design and throughout the implementation</li> <li>• Proof of attempts to mobilize government resources on behalf of the targeted communities/stakeholders</li> <li>• Actual co-financing or financing of government of activities initiated by government</li> <li>• Increased capacities of government service providers led to increase on quality and/quantity of services to the targeted population</li> </ul>	<p>7.4.1 Where there levels of engagements of Government since the design and throughout the implementation?</p> <p>7.4.2. Was there proof of attempts to mobilize government resources on behalf of the targeted communities/stakeholders?</p> <p>7.4.3. Was there actual co-financing or financing of government of activities initiated by government?</p> <p>7.4.4. Was there increased capacities of government service providers led to increase on quality and/quantity of services to the targeted population?</p>
<p><b>Assumptions to be verified</b></p> <ul style="list-style-type: none"> <li>— Political buy-in of the government</li> <li>— Extend to which local government is identified as conflict actor</li> </ul>	

## Appendix 2: Project Results Framework

Outcomes	Indicators	Baseline	Target	Means of Verification
<b>Outcome 1:</b>  Local and national authorities to adopt strengthened, inclusive legislative and policy frameworks for land and natural resources dispute resolution.	<b>Outcome Indicator 1 a:</b> Number of district tribunals that adopt reviewed frameworks for land dispute resolutions	10.5	20	Project documents and reports
	<b>Outcome Indicator 1 b:</b> Percent of target community including women and youth that are satisfied with the resolution of land and NR related disputes	71.5	30% increase	Progress reports
	<b>Outcome Indicator 1c:</b> Percentage (%) of rural women with increased access and ownership to land and other productive assets	TBD	At least 30%	Progress Reports
<b>Output 1.1:</b> Strengthened frameworks for LNR governance and conflict resolution	<b>1.1.1</b> Assessment report on policy, legal and institutional framework conducted	0	1	Assessment report
	<b>1.1.2</b> Empirical assessment report on judicial and non-judicial grievance mechanisms produced	0	1	Assessment report
	<b>1.1.3</b> Number of communities with conflicts aware on land dispute mechanisms	16	50	Project reports
	<b>1.1.4.</b> Per cent of legislative frameworks and policies revised	0	75% of identified frameworks	Project reports
<b>Output 1.2: Strengthened</b> capacities of national and local institutions to enforce inclusive LNR governance and conflict resolution mechanisms	<b>1.2.1</b> Number of officials (national and local) with increased knowledge and skills in LNR dispute resolution mechanisms	10.6%	200	Project Reports
	<b>1.2.2</b> Proportion of national and local authorities who are aware of the gender and age-related aspects of LNR dispute resolution mechanisms.	8.3%	7	Project reports
	<b>1.2.3</b> Number of advocacy carried out on revised LNR legal frameworks	0	10	Project Reports
	<b>1.2.4</b> Number of communities sensitized on LNR legal frameworks	0	40	Project Reports
	<b>1.2.5.</b> Number of people in communities who are aware of dispute resolution frameworks and which one to use	0	40	Project reports

Outcomes	Indicators	Baseline	Target	Means of Verification
<b>Outcome 2:</b> National authorities and communities use dispute resolution mechanisms to address LNR disputes in conflict hotspots	Outcome Indicator 2 a: Proportion of targeted communities that utilize reviewed dispute resolution mechanisms to resolve land conflicts	0	40 communities	Project reports
	Outcome Indicator 2 b: No. of disputes resolved using improved information system, disaggregated by gender and age where appropriate	0	15 decisions	Project reports
	Outcome Indicator 2 c: Percent reduction in violent LNR disputes by end of the project		50%	Project reports
<b>Output 2.1</b> Information system to track land disputes and to inform policy and investments established.	<b>2.1.1:</b> Land dispute tracking mechanism contains updated information from all regions	0	7	Project reports
	<b>2.1.2:</b> Number of national and regional authorities have the knowledge and skills in the use of the land dispute tracking information system	26.2%	Provide equipment and 20 national and local authorities trained	Training reports
<b>Output 2.2:</b> National and regional authorities have the knowledge and skills in the use of the land dispute tracking information system	<b>2.2.1:</b> Number of rural communities with clearly demarcated livestock tracks	69 WCR 21 & CRR 48	2	Project reports
	<b>2.2.2:</b> Number of communities with Forest parks identified and re-demarcated	46	10	Project reports
	<b>2.2.3:</b> Proportion of livestock with identification tags	0	1,000	Project reports
<b>Output 2.3:</b> Enhanced capacity of Alkalos and Chiefs to resolve disputes through dialogue	<b>2.3.1:</b> Percent of local Alkalos and Chiefs with skills to resolve disputes through dialogue	90%	50%	Training/workshop reports
	<b>2.3.2:</b> Number of disputes resolved through traditional system	89%	89%	Project documents/reports
	<b>2.3.3:</b> Number of females and males familiar with different conflict systems in the communities	50%	50%	Project reports

