

## **Country Independent Technical Review Report**

### **Gambia National Agriculture Investment Plan**

# **THE GAMBIA**

Banjul, The Gambia  
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## Executive Summary

This Report presents the findings of the Independent Technical Review of the Gambia National Agricultural Investment Plan (GNAIP) - 2011-2015. The Independent Review undertaken under the auspices of the AUC-NEPAD is a due diligence process aimed at contributing to enhancing the quality of the national agriculture investment plan, thereby increasing the effectiveness and efficiency in local as well as foreign development initiatives/assistance in achieving agricultural growth and set targets on food security and reduction of hunger and poverty. The Review also confirms the transformation value of the Investment Plan by reviewing extent to which the Plan embraces the Comprehensive Africa Agricultural Programme (CAADP) vision, principles and values and consistency with long term growth and poverty reduction options.

The Review contributes to building/strengthening the desired groundwork for successful implementation of the Gambia National Agriculture Investment Plan.

The Technical Review exercise was conducted from September 21 to 23, 2010 at Banjul.

The GNAIP represents The Gambia's primary instrument for implementation of the CAADP agenda in advancing the country's agriculture development agenda. As observed during the preliminary review in June 2010, the GNAIP represent a comprehensive medium-term strategic plan, which outlines and costs the activities necessary for The Gambia to achieve at least 8% growth from between 2010 and 2016 in the agricultural sector, which is necessary to stimulate the level of growth needed to achieve growth rates necessary to achieve the MDG1. The investment plan has six strategic programmes, namely:

1. Development of Agricultural chains and market promotion
2. Improvement of water management
3. Prevention and management of food crises and other natural disasters
4. Improved management of the other shared resources
5. Sustainable farm development
6. Institutional capacity building for the implementation of the RAIP

Implementing the GNAIP will require the necessary enabling environment, capacities, services and partnerships. This review provides insights and recommendations that can contribute to meeting this agenda. This is presented along the five review criteria components.

The review is meant to ensure that every possible action is being taken to achieve the objectives and targets laid out in the plan and defined in the CAADP agenda will be met. The review is an effort to support design of quality investment programmes and ensuring appropriate groundwork for successful implementation of the strategy endorsed in the country's CAADP compact and reflected in the GNAIP. The statement of the Technical Review Team's findings and recommendations for improving implementation of the Gambia's Plan are outlined below.

Overall the Gambia's investment plan is an ambitious agenda calling for an increase of 8% from between 2010 and 2016 to achieve growth rates necessary to achieve the MDG1. Implementing this agenda will require the necessary enabling environment, capacities, services and partnerships.

This review provides insights and recommendations that can contribute to meeting this agenda.

## **Component 1: Alignment with CAADP vision, principles and strategy elements**

The overall objective of the GNAIP, which is “to increase the agriculture sector’s contribution to the national economy by increasing productivity through commercialization and active private sector participation predicated on a sound national macroeconomic framework aimed at enhanced growth and poverty reduction” explains the commitments of the Country to its compact. A commendable effort is made to relate the GNAIP objectives to the country’s MDG-based Poverty Reduction Strategy Paper (PRSP) – the Gambia’s main national growth strategy. The program has set targets for agriculture sector growth from its current estimated 26% to 60% per annum by 2015 to enhance the incomes and food security status of the country. GNAIP was prepared through a participatory process with the Ministry of Agriculture and the Ministry of Trade, Industry and Employment in the lead. This inclusiveness in the preparation of the plan enables comprehensiveness, joint commitment of both resources and capacities and ownership and across wide spectrum of stakeholders. Coordination of the program is vested on the Program Steering Committee (PSC) and Program Support Management Unit of the Ministry of Agriculture (MOA). The program commits itself to a close collaboration with ongoing projects.

The roles that other sectors such as industry, trade, communication and transport can play in its implementation. The reform agenda (e.g. policy alignment, institutional development, transparency and accountability systems, etc.) has not been clearly addressed in the plan. There is only a stated commitment to the attainment of the Millennium Development Goal although without necessarily setting targets against the indicators under MDG 1 and other relevant country-specific indicators.

The plan does not articulate measurable programme specific benchmark outcomes and time bound indicators. This would make assessing performance of the Plan and Compact difficult.

### **Recommendations:**

- a) CAADP advocates that countries develop their agricultural growth-driven strategies against the bench mark of 6%. The plan should therefore include a targeting of annual growth rates in share of agriculture to be derived in the planning cycle;
- b) The plan needs to express its commitments towards the agricultural growth and development objectives by producing evidence-based and realistic performance benchmarks set against timelines;
- c) The role of the two lead ministries and other ministries, departments and sectors such as roads, public works, rural development, cooperatives, water and irrigation, finance and health have not been defined. There is also no conceptual framework to realize collaborative within and across state and non-state institutions;
- d) It will be necessary to move the development and implementation of the M&E to clearly and practically support planning and decision making as well as providing basis for transparency and accountability systems.
- e) The plan should also describe the inter-sectoral collaborative arrangements to ensure that the agricultural sector outputs and outcomes do not get compromised by lack of corresponding investments in other sectors say, roads, and energy. Environment, trade and others
- f) As private sector development is key to boosting a market led agricultural growth, there is need for the Plan to include a strategy and budgetary allocation for private sector development throughout the program life cycle
- g) The plan should describe how it will support the establishment of effective inter-ministerial coordination and alignment with the GNAIP; an ideal organizational structure for implementation of the GNAIP including related institutional arrangements is proposed. However, operationalizing this structure with so many layers could be a challenge

- h) Using the principle of subsidiarity, will be important for the Ministry to work towards a decentralised systems with increased decision making moved to lowest levels at low cost for effectiveness and efficiency
- i) The plan needs to more clearly describe the organization and effectiveness of the agricultural sector working group (ASWG) including a description of representatives/ stakeholders, the regularity of meeting, level of genuine ownership by stakeholders, and progress made to date of harmonized external assistance. The plan should include a description of how future engagement with the working group will be carried out by the government to effectively align stakeholders with the objectives of the GNAIP;

## **Component 2: Consistency with long-term growth and poverty reduction benchmarks**

The Gambia National Agricultural Investment Plan (GNAIP), in a drive to fulfill the long-term objective of increasing agricultural sector growth from an estimated 30% to 60%, identified development of agricultural chains and market promotion as its first program among six priority programs with 45% of the total budget. A specific desirable outcome stated in the Plan hinges on promotion of intra-regional and extra-regional trade through consolidation of marketing policies for agricultural produce and inputs and facilitating trade through the improvement of the country's rural infrastructure and commercial capacities. The second priority program is improvement of water management, which focuses on expansion and utilization of the area under cultivation through increasing irrigation, bio-saline agriculture and mechanization capacity for mainly the country's leading staple crops: groundnuts and rice. Coming third in the budgetary allocation and prioritization, is the program for prevention and management of food crisis and other natural disasters.

The plan appears to be weak in that it lacks the specific and actionable strategies for promotion of its leading produce by establishing regional and international market linkages for export. The budgetary allocation for the component for promotion of intra-regional and extra-regional trade is distributed among two sub-components that do not include an actionable strategy for showcasing the countries finished agro-industrial products throughout the value chains. The plan does not appear to spell out the role of the Ministry of Trade, Industry and Employment with regard to implementation of the trade component. The targeted economic growth rate does not appear to have been based on historic economic trends (i.e. evidence-based planning), therefore, the plan might be lacking efficiency standards in terms of realization of growth trends. The program budgetary allocations, which are shown in block/summative figures, are not broken down in annual sections across the 5-year lifetime of the program. This makes it difficult for analyzing the operational realism of the Plan and for ascertaining incremental growth of the agricultural sector in The Gambia.

### **Recommendations:**

- a) The plan needs to come out stronger on operational mechanisms. So far the Plan is strong on the "what" aspects while weaker on the "how" aspects. In other words, the plan has dwelled on intentions while leaving a lot out in justifying those intentions. A follow-up recommendation is to employ expertise for development of a logical frame for implementation of the program, explaining and justifies the viability of the program goals, outcomes, outputs, strategies and activities in a concise and uncertain terms.
- b) The GNAIP will lead to better poverty reduction than the pre - compact growth levels. However, it will not lead to the achievement of MDG1 in 2015 or even by 2025. In order to achieve faster poverty reduction and possibly halve the 1990 poverty level by 2025 the government should pursue higher agriculture and non - agriculture growth

rates. Agriculture, non – agriculture and GDP growth rates of about 9% will lead to the achievement of this objective.

- c) The GNAIP should be careful to expand key agriculture commodities like millet, maize, sorghum and livestock as well as rice in order to address the poverty reduction aspects of commodities' selection/prioritization.
- d) Detailed growth related production targets should specified for the purposes of budgeting and proper M & E.
- e) Assess and re-confirm the costing for the Program;
- f) Assess the capacities of the implementing institutions.
- g) The GNAIP doesn't seem to include all the running agricultural investment and food security projects. There is a great need to take stock of current existing projects and plan for improvement of performance of those appearing not to be doing well. Planning based on existing programs that have been evaluated enable incorporation of lessons learnt into the new plan

### **Component 3: Adoption of best practices and inclusion of core programme elements – technical variability of the major elements**

The Plan has impressively articulated and justified the need for implementation of sustainable land and water management activities including: improvement of water management (including land development, mechanization, irrigation and technical capacity building); improved management of other shared resources; and, sustainable farm management, which incorporates aspects of integrated soil fertility management. The water management sub-program can be lauded in adopting elements of best practices for boosting agricultural growth in The Gambia – indeed this will enrich the performance of the sector. Land administration is appropriately recognized in the GNAIP document. The document also recognizes the impact of climate change and the need for mitigation and adaptation measures. Forest resource management for environmental conservation and control of desertification is also included. GNAIP aims to provide appropriate technology for preservation, processing and packaging of the country's main produce: rice and groundnut through provision of irrigation; introduction of improved varieties; mechanization for production; and postharvest.

However, the role of government as a provider of these production support elements is questionable. Public-private partnerships should be encouraged and the enabling environment ensured by government to attract these investments and partnerships but government should be a facilitator and not a provider of these.

A substantial portion of the agricultural budget is allocated to development of agricultural value chains. Leading food crops, mainly groundnuts, cotton and sesame, and fisheries are prioritized.

Agro-forestry, horticulture and livestock value chains are also included. Market promotion at national, intra-regional and extra-regional levels could increase local and international investment in The Gambian agro-industrial sector. The Plan covers all the main operations such as: input provision, storage/cold storage and commercial infrastructures; marketing and processing and access to credit. As such, the Plan will be able to rely on the development of a more attractive business environment for its realization. The Plan relies heavily on the involvement of the private sector.

The GNAIP sets an example of well coordinated partnerships and at nation, district and community levels that could be replicated in other programmes in the plan. However, the Village Development

Committees (VDCs) and Village Savings and Credit Associations (VSCAs) are not linked to production, marketing and agribusiness programmes. This is a missed opportunity for organization of civil society to engage in the other programmes, market organization, collective marketing, information systems, extension/farmer field schools and credit facilities.

Recommendations:

- a) Overall the programmes in the plan need further development including evidenced of best practices in technical approaches that underpin the proposed activities;
- b) The impact of the Gambian Land Policy on agricultural development should be addressed in the Plan; This should also consider creating/implementing a Legal and Institutional Framework which will promote land policy in harmony with land use
- c) Strategies for improving investment in trade infrastructure, collection, management and dissemination of market information should be given due emphasis; and
- d) Access to financial services is lacking and specific measures to support the development of this sector both for producers and agribusiness enterprises need to be more clearly explained for implementation
- e) Make a Cross-Cutting of the Climate Change Adaptation and Sustainable Land & Water Management, including Biodiversity Issues (lowland and watershed targeted in GNAIP can be considered as "wetlands areas" with a high biodiversity potential).
- f) Give an especial emphasis to SLWM Programmes or Projects which can benefit of the Clean Development Mechanism (UNFCCC), throughout technological transfer and financial resources from UNFCCC – CDM (financing Activities –Initiatives in SLWM).
- g) GNAIP may to strengthen further in the direction of mobilization of public-private partnership-Civil Society Organizations (Programmes 1 & 5)
- h) The inclusion of women can be presented in a very relevant social and economic dimension, especially in the sustainable management of natural resources (land and water): women are a driving force for agricultural development and could be guardians of "natural resources".
- i) The GNAIP, in program 5: Sustainable Farm Development should articulate the management of the risk relating to the implementation of land use suitability and land tenure security (annexes 3 logical frameworks page 1 of 2); this can be done through an appropriate legal framework.
- j) The legal framework design must take in consideration the right of vulnerable people for their food security.

#### **Component 4: Alignment with country commitments**

The Gambia signed its Compact in October 2009 – eight months prior to the finalization of its Agricultural Investment Plan. The document presented valid analysis on the contribution of staples especially groundnut, fish and livestock to GDP, employment creation, and potential to reduce poverty and ensure food security. The Plan, however, does not specify its priority programs nor provided a convincing comprehensive balance in programme focus. The Gambia should engage in an effort of investment plan priority setting.

The 30% contribution of groundnut alone to export earnings could make it the single most important crop of priority investment. The allocation of 45% of budgeted funds to the component for the development of market chains and market improvements is an implicit fact that Pillar 2 embodies the agricultural investment priorities. However, as this program subsumes a number of interventions, it might not look quite attractive to external donors and indeed makes implementation a challenge.

The Plan's components aligned with Pillar 2 make a good analysis of the situation, identifies the challenges and constraints that might face investment in this sector and indicate the linkages with the trade and industrial sector. Not only is the huge portion of the budget indicative of a comprehensive plan that encompass strong linkages of the intra-sector or inter-sector programs in the development of production and market chains and promotion, the plan's internal and external market oriented strategies tie the agricultural and trade sector very closely. There is reason to believe that the approaches under Pillar two connect well with the regional (ECOWAS) trade policies. It is also linked with the already developed CAADP investment projects supported by FAO (PIWAMP, PSIP, RFP and WB-CDP). GNAIP is guided by the Government's Vision 2020, the Poverty Reduction Strategy and the Agricultural, Natural Resources Policy of The Gambia and the Millennium Development Goals.

The Plan further describes inter-ministerial programme overlaps and underperformance of some of the programs however; there is not a clear description of how Gambia will ensure cross-ministerial coordination, nor how it will establish an effective working partnership with donors and civil society.

#### Recommendations:

- a) The plan needs to better map individual programmes and sub-programmes against compact commitments made by government as a result of the round table process, including the sector strategy and PRS, and captured in the compact. There should also be an overview of the analysis of strategic options reviewed to most efficiently achieve long term growth and poverty reduction targets;
- b) The plan does not clearly articulate the policy implications and outstanding policy issues implicit in changing the thrust of agriculture sector development. An assessment of the difficulty and time required to achieve the change and which entity is responsible for leading the change should be included in the plan. There is need to review and update the livestock and fishery policies. These policies among others must protect, streamline investment procedures for increasing productivity. Key stakeholders and actors within these sectors must be involved in the policy review and formulation;
- c) The plan should describe how it will support the establishment of effective inter-ministerial coordination and alignment with the GNAIP;
- d) The plan needs to more clearly describe the organization and effectiveness of the agricultural sector working group (ASWG) including a description of representatives/stakeholders, the regularity of meeting, level of genuine ownership by stakeholders, and progress made to date of harmonized external assistance. The plan should include a description of how future engagement with the working group will be carried out by the government to effectively align stakeholders with the objectives of the GNAIP;
- e) Although stakeholder consultation is built into the roundtable process, the plan needs to better describe how consultation will continue throughout the investment plan formulation and implementation process;
- f) The plan's section on overall monitoring and evaluation mechanisms needs to be strengthened. The importance of setting up an effective M&E system for the GNAIP cannot be over emphasized. The plan should better describe how the M&E system will build upon existing capacity and how it intends to strengthen and utilize statistical information and geographical information systems to establish baselines from which progress will be tracked. The proposed results framework should be revisited and indicators chosen that will effectively track not only outputs but outcomes and higher level impacts. The country should use the ReSAKSS manual to refine the plan's results framework and set of indicators; and
- g) Given the strategic importance of regional trade and integration for long term growth, the plan needs to show more explicitly, how the country intends to exploit the opportunities of regional

trade, and what activities will be carried out to promote trade across border corridors and Analysis of the benefits and multiplier effects from regional cooperation is needed.

- h) Include a conduct cost-benefit analysis prior to the implementation of the program to first justify resource allocation and secondly identify programs that will provide the highest return on investment.
- i) Include activities focused on institutional capacity building to first upgrade the knowledge of the staff and increase staff strength to provide extension support services to the farmers.
- j) Gambia, with the high level of tourism and limited land, attention should be put more on productivity enhancing technologies rather than land surface expansion. The use of intensive production technologies will be recommended for the production of vegetables in Gambia.
- k) The activities lack the incentive packages to attract large scale commercial investment in the livestock sector even though it contributes significantly to poverty reduction, income generation, food and nutrition and employment creation. Include activities to strengthen this area.
- l) Prioritise the programs and activities, as well as establish sequencing through the development of an implementation plan. In addition, the Government of Gambia may consider prioritising geographic regions based on need, opportunity and/or availability of financing.

### **1.1 Links with existing sector programs/projects**

The Gambia National Agricultural Investment Program outlines comprehensive program activities covering almost all important development sectors. The sub-program objectives speak to the major programs and directly address constraints that hinder development of the sub-sector. Food crops, forestry and agro-forestry, fisheries, livestock, trade, institutional capacity building, prevention and management of food crises have well been laid out. The programs outlined, if implemented will result in significant improvement in the lives of the people of Gambia. Setting up of various credit schemes to address rural micro-financing and private sector investment is highly commendable. Similar commendation can be given to strategies to address land development issues.

GNAIP is linked with the national vision in the MDGs and Vision 2020. It mentions organizations involved in each of the program with roles and responsibilities. There is insufficient mention in the description of program activities on how the MOA will coordinate with the organizations and their respective programs. It is linked with already developed CAADP investment projects supported by FAO; PIWAMP, PSIP, RFP and WB-CDP.

Since the Preliminary review, the GNAIP has considerably in terms of comprehensiveness in scope and aligned both with the national goals of Vision 2020, and supports the realization of main national strategic programmes, including the Poverty Reduction Strategy Paper II (PRSP II 2007-2011) and the ANR Sector Policy (2010) and the framework of the New Partnership for Africa (NEPAD) Comprehensive Africa Agriculture Development Programme (CAADP).

Comprehensive and broad as the programs are in scope, they do not have measurable targets and outputs. Logical framework which spells out objectives, outputs and indicators will be useful to guide the implementation of the programs. It will be useful to the program to provide baseline data and show incremental growth over the years.

**Recommendations:**

- a) Include activities to improve database systems to allow for effective monitoring of growth and impact of agricultural investment programs.
- b) Incorporate and show how the activities in the Investment Plan build on the Community-Driven Project; Livestock and Horticulture Development Project and the Gambia Lowland Development Project. These projects already provide good income generating and food security activities.
- c) GAMJOB is a plausible program in Gambia. The Plan should link with this program and indicate in quantitative terms how agriculture will contribute to GAMJOBs objectives.

## **1.2 Links to national and regional agriculture sector development plans**

**Recommendations:**

- a) Include more detail on all the regional (and neighbouring countries) agriculture plans that are relevant to its Investment Plan. In terms of trade, the regional activities may play an important role on how The Gambia may benefit from export/import of agriculture upstream and downstream goods and services.
- b) Given the strategic importance of regional trade and integration for long term growth, the plan needs to show more explicitly, how the country intends to exploit the opportunities of regional trade, and what activities will be carried out to promote trade across border corridors and Analysis of the benefits and multiplier effects from regional cooperation is needed.

## **1.3 Identification of policy issues and steps required to resolve them**

Apart from the Forestry policy, there is minimal mention of policy issues throughout the Plan.

**Recommendations:**

- a. Livestock and fishery policies should be reviewed and updated to respond to current trends, investment patterns and challenges. These policies among others must protect, streamline investment procedures; increase productivity. Key stakeholders and actors within these sectors must be involved in the policy review and formulation.
- b. Describe other policy issues related to each of the programs, including the status on required legislation and implementation frameworks, as well as a current assessment of compliance to the policy (as relevant). This will be useful to ensure attainment of the stated objectives.

## **Component 5: Operational realism**

The implementation arrangements of the program have been outlined under the capacity building component of GNAIP. The Plan expresses the need to improve the coordination, managerial skills,

logistical and financial capacities and monitoring and evaluation systems. The Program draws a comprehensive monitoring plan stating establishment, roles and responsibilities. Although not broken down, the Gambian budget estimate of \$266 million appears ambitious; but if funds committed are expended judiciously, the Plan will see The Gambia through agriculture-led economic growth and indeed meet the CAADP and ECOWAS goals.

Recommendations:

- a) The plan needs to present a detailed breakdown of incremental costs based on unit costs where available and estimates. The budgeting should link expenditures to outcome and outputs contained within a results or logical framework;
- b) The plan needs to include a more exhaustive overview of incremental financing. A financing plan should present a breakdown of costs by capital and recurrent expenditure. The breakdown of existing expenditures and incremental expenditures should be as accurate as possible. The financing plan should be comprehensive so that it covers both on and off-budget financing sources, both core sector and related sector budgets, and traditional and non-traditional donors including potential private sector contributions. To the extent possible future commitments should be listed;
- c) The country must demonstrate how the overall public expenditure budget scale and financing meets the Maputo commitment (10%) and is in line with estimates from analysis (IFPRI) of the investment needs to achieve the necessary growth in the sector;
- d) The plan needs to better demonstrate that sequencing of investments have been properly considered and include a clear explanation of why the particular level of priority has been assigned to an investment area;
- e) The plan needs to include the results of a public financial management assessment that acknowledges adequate capacities exist within the main institutions identified to implement specific programs/sub-programmes of the investment plan. Systemic weaknesses or gaps in proposed implementing entities should be highlighted and a capacity building plan built into the investment or explanation of implementation options that are being considered such as inter-ministerial collaboration mechanisms and proposals to contract out service delivery;
- f) The country should undertake a beneficiary analysis of the GNAIP and results used to better provide a full description of programme beneficiary characteristics including overall numbers targeted, geographic locations, economic and social status. The results of a beneficiary analysis should also be used to assess potential programme impact, used as a baseline for monitoring and evaluation during implementation and used to undertake a cost benefit analysis; and
- g) The country needs to assess the financial and economic viability of proposed programmes within the investment plan. This action is essential to determine the GNAIP's potential impact at the beneficiary, community and macro-economic level. The plan should include an overall programme rate-of-return Also if possible, the country is encouraged to undertake financial and economic analysis of specific programme components and use this programme level analysis to assist with prioritization of program investments.

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# 1. Introduction

The Comprehensive Africa Agricultural Programme (CAADP) was endorsed by the African Heads of State at the Maputo Summit in 2003 as a strategy to transform African agriculture and address poverty and food insecurity in Africa. CAADP represents a new era in international development and is transforming not only the largely neglected agricultural sector but creating innovative and unique development partnerships. The comprehensive and inclusive agenda has seen an unprecedented involvement of:

- Inter-Ministerial formulation of inter-sectoral investment plans that are country-driven and country-owned
- The private sector, civil society and farmers' organizations in identifying the priorities for agriculture-driven growth
- Technical expertise across the continent in establishing policy frameworks, implementation guides and tools that provide a sound base and guide for evidence-based planning, and
- Development Partners and Bilateral Agencies in common dialogue and planning.

CAADP represents a reform agenda with wide-reaching influence on the transformation of development aid architecture and development planning. CAADP provides numerous opportunities for value addition, offering support in the development of comprehensive agriculture investment plans with supporting comparable monitoring and measuring systems, independent political, technical and financial review of investment plans, peer review and capacity development.

In recent years, CAADP implementation is gaining momentum, creating positive peer pressure among African governments to prepare quality investment plans, ensure enabling policy environments to implement the plans and translate these plans into programmes that are effective and efficient at stimulating growth and reducing poverty.

This report documents the findings of the AUC/NEPAD review of Gambia's National Agriculture and Food Security Investment Plan (GNAIP) – 2011-2015.

The report presents outcomes of the review along the five components defined below (chapter 3). The outcomes are presented under three main sub-headings, namely (i) the commendation – essentially raising the issues that the review is drawing attention to within the subject of the component; (ii) Gaps/comments - highlighting what aspect of the issue need attention. This could also be in acknowledging strengths, which may need to be enhanced or serving as lesson/s or best practice for other situations; (iii) situation specific and precise recommendation – providing suggested action. This will be normally also indicate the level and timeline desired/suggested to implement or respond to the proposed recommendation.

As mentioned earlier, the review is not to approve or pass judgment on the Investment Plan. It is meant to provide for a due diligence process integral to Africa's collective resolve and commitment to achieve desired levels in sustainable socio-economic growth at the same time reforming and building capacity and mechanisms (policies, institutions, etc..) to the overall ability of the continent to sustain growth.

The report focuses on the degree of alignment with CAADP principles and frameworks as contained in the broader CAADP Guide and Pillar Framework documents. The review commends the efforts Government of The Gambia is putting in place to respond to address agriculture performance and thereby poverty, hunger and nutritional demands. The review proposes areas that will need strengthening for the GNAIP to sustainably and effectively contribute to attaining the CAADP goals and outcomes in The Gambia and the region

## 2. CAADP and the Technical Review Context

Working with its Member States, ECOWAS has taken a strong leadership role in advancing CAADP, an initiative of the New Partnership for Africa's Development (NEPAD) Agency, which is a program of the African Union. In the signed compacts, countries commit to allocating at least 10% of the national budget for agricultural development and to ensure growth of the agricultural sector by 6% annually in order to reduce food insecurity and poverty.

Following the signing of their compacts, countries develop their CAADP country investment plans. The investment plans then undergo technical review led by the African Union and the NPCA (NEPAD Planning and Coordinating Agency) in liaison with CAADP Pillar Institutions. This post compact technical review is a critical step in the operational implementation of the country compacts and investment plans. The primary objective is to collectively evaluate for:

- i. the likelihood for the investment programs to realize the growth and poverty reduction prospects laid out in the different strategy scenarios carried out for the roundtable and summarized in the different roundtable brochures;
- ii. the use of best practices and other technical guidance in the pillar framework documents in designing the above investment programs;
- iii. the technical realism (alignment of resources with results) and adequacy of institutional arrangements of the programs;
- iv. the integration of CAADP principles of inclusive review and dialogue; and
- v. the consistency with budgetary and development assistance commitments and principles agreed in the compact.
- vi. adequacy of institutional arrangements for effective and efficient "delivery" including information and knowledge support, M&E and on-going evaluation and learning
- vii. coherence and or consistency between policies, implementation arrangements and delivery mechanisms and investments areas, priorities or programme objectives
- viii. appropriateness and feasibility of the indicators for impact and system or capacity improvement and accountability
- ix. extent and quality of dialogue, (peer) review and mutual accountability system potential to contribute and link to regional integration objectives;

The review is not intended to approve or grade the investment programs, projects and other elements of the post-compact agenda. Rather, it is intended to enhance the quality of agricultural development and increase effectiveness of domestic and foreign development assistance for agricultural growth and food security, and to help ensure that every possible action is being taken to make sure that the objectives and targets laid out in the plan and defined in the CAADP agenda will be met. The review should be seen and approached as an exercise to lay the groundwork for successful implementation of the plans approved at the Compact roundtable and reflected in the Compact and in the DSIP. The outcomes of the review should therefore be a set of concrete, implementable actions to:

- i. immediately mobilize the required expertise, capacities, and partnerships for immediate on-the-ground implementation;
- ii. establishing a mechanism to facilitate joint donor commitment to financing and thereby release the resources required to meet the funding needs of the plans within a reasonable time;
- iii. streamlining of review and appraisal processes and standards to speed up individual donor processing; and
- iv. establish the knowledge systems for an inclusive review, M&E, mutual accountability, learning and impact assessment including on-going consultations and dialogue to enhance implementation as well as development and design of new programmes.

The reviewed Investment plan and the Technical Review Report are presented to the international community at a Business Meeting for endorsement and mobilising of resources for financing the funding gaps. As CAADP is the continentally agreed-on benchmark for quality investment strategies, existing and new development partners, the private sector, and emerging funding architectures respect the recommendations and endorsements of CAADP.

Under the leadership of the Country Teams, the investment plans and related programmes will be implemented along with:

- i. detailed project design and costing;
- ii. establishment or strengthening of monitoring and evaluation systems;
- iii. building the necessary capacity for implementation;
- iv. policy change to ensure an enabling environment;
- v. establishment or strengthening of the necessary institutional elements for an enabling environment; and
- vi. alignment of long-term reforms in related other agricultural strategies, Poverty Reduction Strategies, SWAPs and related sector programmes.

### 3. The Components, Methodology, Criteria, and Tools of the Review

The basic approach of the review consists of assessing proposed actions and outcomes in the programmes against CAADP principles and country specific targets, objectives, practices, and approaches defined and agreed in the country CAADP Compact. The criteria are measures of the consistency or lack thereof of the programs with the above indicators. The main components and tools for the review include the following:

- i. Alignment with the NEPAD-CAADP principles, values and targets: The CAADP Implementation Guide setting out the vision, principles, core strategy elements, and impact expectations;
- ii. Coherence and consistency with long term growth and poverty reduction objectives and targets: The roundtable brochures and technical background documents defining the long term agricultural productivity, growth, and trade performance, and the related poverty outcomes;
- iii. Embodiment of technical best practices and CAADP priority areas/issues: The Pillar Framework Documents laying out the key strategic issues, core program elements, and best practices;
- iv. Operational quality and implementation readiness and alignment with Compact commitments: The CAADP compact specifying the policy, budgetary, development assistance, review, and dialogue commitments;
- v. Detailed investment programs showing inputs, outputs, outcomes, and institutional arrangements;
- vi. The Donor coordination guidelines for CAADP support at a country level outlining modalities for engagement between local development partner agencies, government and other stakeholders

The review is conducted along five broader components, namely:

**Component 1** reviews alignment with CAADP vision, principles, and strategy elements to ensure that all key vision elements, principles, and strategy core elements, as defined in Annex I of the CAADP Post Compact Guide are reflected in the country's programs and, where there gaps, to help identify these in order to ensure full alignment.

*Tool: CAADP Implementation Guide*

**Component 2** looks at the consistency of the plan and the potential impact on long term growth and poverty reduction options. This section evaluates whether:

- i. the overall growth targets that are specified or implied in the plans, in general, and
- ii. the changes in individual sub-sectors and related targets, in particular, diverge from the sector-wide performance and poverty reduction outcomes underlying the long term strategic scenarios. For instance, each of these scenarios is linked to required changes in sub-sector growth rates, trade performance, overall public expenditure levels, and assumptions about the efficiency of sector policies.

This component also presents a comparative country profile, based on the nearly two dozen CAADP indicators being tracked by ReSAKSS for all African countries, to show the current standing of each country with respect to its peers, and thereby identify gaps to be bridged. *Tools: Brochures, technical background documents, investment program documents*

**Component 3** seeks to establish whether the investment plan includes the adoption of best practices and inclusion of core program elements. The aim of this assessment is find out where clearer definition and understanding of the strategic issues is required and where better integration of best practices can help improve the design of the plans and maximize benefits of growth. The CAADP Post Compact Guide Annexes II to IV present a set of specific guides and tools, prepared by the Pillar lead institutions as part of the Pillar framework documents, which provide criteria and step-by-step approaches to design high quality plans.

*Tool: Pillar Framework Documents and Pillar Implementation Guides and Tools*

**Component 4** focuses on alignment with compact commitments and its objective is to agree on: (i) a joint action plan to meet the policy, budgetary, and assistance commitments and (ii) identify and confirm modalities for mutual review, including dialogue fora and supporting knowledge systems to track and report on such commitments.

*Tools: CAADP Compact, Brochure 5, and Donor Guidelines for CAADP support at country level*

**Component 5** reviews the operational realism of investment programs and seeks to verify and confirm the adequacy of the content, cost and institutional arrangements, and where necessary, to identify the operational and design improvement to be carried out to ensure successful implementation. The task in this section is to verify the extent to which the key elements and features listed in Table 1 of the CAADP Post Compact Review Guide are reflected in the investment plans.

*Tools: Detailed investment programs*

## **4. The Gambia's National Agriculture and Food Security Investment Plan (GNAIP) – 2010-2015**

This report documents the findings of the AUC/NEPAD review of Gambia's Agriculture Sector Investment Plan (GNAIP).

The report focuses on the degree of alignment with CAADP principles and frameworks (CAADP Framework and Guide, Pillar Frameworks and the proposed Measurement and Evaluation Framework), operational modalities (implementation, institutional capacity, policy environment etc), and suggests ways of strengthening elements that could contribute more strongly to attaining the CAADP goals and outcomes in Gambia. The core questions asked in reviewing the Plan are found in the CAADP Post Compact Guide that is informed by the more detailed Pillar Frameworks.

The Gambia's Agriculture Sector Investment Plan outlines the financial aspects of the Name of plan, and so provides the road map towards achieving the vision for the agricultural sector. The Name of Plan is a comprehensive medium-term strategic plan, which outlines and costs the activities necessary in order for the Gambia to achieve at least 8% growth in the agricultural sector, slightly above the target set by NEPAD's CAADP initiative, which is necessary to stimulate the type of growth needed to transform The Gambia's rural areas and to significantly reduce poverty levels.

The investment plan has six strategic programs:

- a. Development of Agricultural chains and market promotion
- b. Improvement of water management
- c. Prevention and management of food crises and other natural disasters
- d. Improved management of the other shared resources
- e. Sustainable farm development
- f. Institutional capacity building for the implementation of the RAIP

## **5. AUC/NEPAD Review of The Gambia National Agriculture and Food Security Investment Plan (GNAIP)**

The AUC-NPCA Independent Technical Review acknowledge that developing the GNAIP has been a highly interactive exercise rallying both public and expert knowledge as well as specialized analytical work. The consultation and dialogue themselves facilitated at various levels were analytical in nature and compelled objective and comprehensive review of issues and options. The participation and input of institutions such as IFPRI provided for evidence-based dialogue and consultations.

The Technical Review recognize many opportunities as well as challenges and opportunities which would need to be embraced in the course of implementing the GNAIP. This report presents these issues and related recommendations.

### **COMPONENT 1: ALIGNMENT WITH CAADP VISION, PRINCIPLES AND STRATEGY ELEMENTS**

#### **1.1. Alignment with CAADP vision, principles and strategy**

The GNAIP has a realistic agenda gearing for an increase in agricultural growth from 4% in 2009 to 6% by 2015 and increase in national households incomes (reduction in number of people below poverty line from 61% in 2009 to 44.6 % in 2015) to achieve growth rates necessary to achieve the MDG1. The preparation and proposed implementation of the Investment Plan is comprehensive, emphasizing on national food and income security as well as the development and promotion of export base diversification in order to exploit opportunities in niche markets abroad. Implementing this agenda will require necessary enabling policy reforms, institutional capacity development and coordination, expansion of farmer services and development of partnerships especially with the private sector which are adequately catered for in the plan.

There is not enough information on the role of the private sector in terms of direct investment in the plan to finance the huge funding gap. Development partners are expected to support 70% of the funding gaps. This is a risk especially at the time of global financial crisis. While the logical framework includes indicators, there are no targets or deadlines fixed.

#### **Recommendations:**

1. Conscious efforts should be made by government to mobilize the private sector to support this plan; e.g. Public-Private Partnerships that will promote investments in the plan with little or no involvement of government in the implementation of the investments
2. There is need to include timelines related to program objectives.

## **1.2. Reform agenda**

One of CAADP principles, especially Pillar III, in brief Food and Nutrition Security, deliberately calls for regional and national sector reforms to directly address hunger, food insecurity and nutrition among the chronically poor and vulnerable populations through social safety nets like school feeding initiatives.

The Gambia has since 2000 implemented a number of programs for increasing food security at the household and national levels. This goal apparently motivated the aggressive program for expansion of agricultural production through investment in water management and irrigation technologies.

The Plan has also called for commercialization of agriculture and natural resource sector and linking small and medium producers to improved technologies and markets, among other strategies.

Although not stated as such, the program addresses pertinent issues in a holistic manner having taken stock of all the challenges facing the agricultural sector in The Gambia. Nationwide, irrigation under the component of “Improvement of Water Management System” features highly in the Plan and focuses, among other things, the modern technologies of water harvesting for both crop land expansion and livestock requirements. This scheme if implemented to its desired outcomes, can lead to increased production in rice and grains. This will be pioneering program in the history of agriculture in The Gambia.

However, the reform agenda has not been clearly addressed in the Plan. There is only a stated commitment to the attainment of the Millennium Development Goal although without necessarily setting targets against the indicators under MDG 1 and other relevant country-specific indicators.

### **Recommendations:**

1. A food security reform program could help the country drive its efforts towards a set goal of reducing poverty and hunger, vis-à-vis Millennium Development Goal (MDG) 1
2. Supported with current vulnerability and nutrition statistics, GNAIP could provide for easy programming and implementation of a pro-poor program to the food insecure and chronically poor populations by outlining appropriate priority areas of intervention for attaining set goals and the first in particular.

## **1.3. Inter-ministerial Collaboration and Coordination**

GNAIP was prepared through a participatory process led by the Ministry of Agriculture and Ministry of Trade, Industry and Employment. Coordination of the program is vested in the Program Steering Committee (PSC) and Program Support Management Unit of the Ministry of Agriculture (MOA). The program commits itself to a close collaboration with ongoing projects. The Plan further describes inter-ministerial programme overlaps and underperformance of some of the programs however, there is not a clear description of

how Gambia will ensure cross-ministerial coordination, nor how it will establish an effective working partnership with donors and civil society.

However, the role of the two lead ministries and other unmentioned ministries, departments and sectors such as roads, public works, rural development, cooperatives, water and irrigation, finance and health have not been defined. There is also no conceptual framework for the collaborative efforts.

GNAIP has outlined areas of collaboration or coordination with various stakeholders in a number of its sub-programs. The Plan has a sub-program under its institutional capacity building program titled: "Setting up of a steering and coordination mechanism". Specific areas of stakeholder collaboration are:

- ✓ Crop, livestock, fisheries, forestry and horticulture sub-sectors through inter-agency collaboration
- ✓ Networking and coordination between producers and buyers with regard to social protection interventions.

#### **Recommendations:**

1. The Plan should include a matrix outlining all sectors involved in the different programs, key organizations and expected outputs.
2. The plan should also describe the inter-sectoral collaborative arrangements to ensure that the agricultural sector outputs and outcomes do not get compromised by lack of corresponding investments in other sectors say, roads, and energy. Environment, trade and others
3. As private sector development is key to boosting a market led agricultural growth, there is need for the Plan to include a strategy and budgetary allocation for private sector development throughout the program life cycle.
4. The plan should describe how it will support the establishment of effective inter-ministerial coordination and alignment with the GNAIP; an ideal organizational structure for implementation of the GNAIP including related institutional arrangements is proposed. However, operationalizing this structure with so many layers could be a challenge
5. Using the principle of subsidiarity, some of the intermediary layers in the organogram should be reduced so that decisions are made at lowest levels at low cost for effectiveness and efficiency

#### **1.4. Stakeholder consultation**

The GNAIP acknowledges that successful implementation of the strategy requires the support of all key stakeholders, and a significant effort was by Government and Ministry of Agriculture to obtain the views and ideas of stakeholders across the sector as a whole. Ministry of Agriculture organized a series of stakeholder meetings, including a consensus-building workshop to guide the final revision of the DSIP, for the following groups:

- Central government ministries and agencies

- Civil society organizations and farmer-based organizations
- Private sector firms and organizations

GNAIP has outlined areas of collaboration or coordination with various stakeholders in a number of its sub-programs. The Plan has a sub-program under its institutional capacity building program titled: “Setting up of a steering and coordination mechanism”. Specific areas of stakeholder collaboration are:

- Crop, livestock, fisheries, forestry and horticulture sub-sectors through inter-agency collaboration
- Networking and coordination between producers and buyers with regard to social protection Interventions

**Recommendations:**

1. The Government and specially Ministry of Agriculture should continue to engage with key stakeholders on a regular basis and broaden its outreach to a wider group, e.g. the Agriculture Sector Working Group.
2. Although stakeholder consultation is built into the roundtable process, the plan needs to better describe how consultation will continue throughout the investment plan formulation and implementation process;

**1.5. Alignment with compact commitments**

Under its “Guiding Principles for Program Design”, the Plan states “integration of the already developed CAADP bankable investment”. This comes against the backdrop that The Gambia’s Poverty Reduction Strategy Paper (PRSP) pillars are based on CAADP principles and MDGs. It was on this buy-in basis that the Gambia signed its Compact in October 2009 (CAADP Annual Report, 2009).

The overall objective of GNAIP, which is “to increase the agriculture sector’s contribution to the national economy by increasing productivity through commercialization and active private sector participation predicated on a sound national macroeconomic framework aimed at enhanced growth and poverty reduction” explains the commitments of the Country to its compact.

However, the Plan lacks measurable component by component benchmarks outcomes and time bound indicators would make assessment of the Compact, especially in the mid-term quite a daunting task.

**Recommendations:**

1. The Plan needs to express its commitments towards the Compact by producing evidence-based and realistic performance benchmarks set against timelines.
2. There is need to further refine and align the programmes and sub-programmes against compact commitments at the compact signing and also ensure alignment with the sector strategy and PRS. An overview of the analysis of strategic options

reviewed to most efficiently achieve long term growth and poverty reduction targets is still necessary;

### **1.6. Program balance**

Overall, the program has done very well in the element of balance as the different CAADP pillars are addressed and have budgetary allocations. Intra-pillar components/programs have also been comprehensively addressed in the Plan.

The only grey area of the Plan is to develop result-based outputs and outcomes tied to the individual sub-programs in order to track commitments and progress along the program's time scale.

### **1.7. Incorporation of private sector**

The GNAIP calls for “active private sector participation” in the implementation of the economic growth and poverty reduction strategies. The plans outlines that this will be done by facilitating and strengthening of the capacities of the small and medium scale farmers through:

- agribusiness development
- access to markets and value addition for a selected range of commodities such as rice,
- livestock, groundnuts, millet, sesame, cashew, fish and horticulture
- involvement in nature reserve management

The Plan is however imprecise on the strategies and approaches of capacity building for developing the private sector. Accordingly, the Plan does not allocate a separate budget item for development of smallholder investors in agricultural activities and production value chain activities such as entrepreneurship training and lending facilities.

#### **Recommendations:**

- a) In the light that private sector development is key to boosting a market led agricultural growth there is need for the Plan to include a strategy and budgetary allocation for private sector development throughout the life cycle of the program.

### **1.8. DWG coordination measures and Status of donor harmonization**

The Plan prescribes that Donor Working Group Coordination will be done by entrusting the management of the financial resources specified under 1.9 below “to the proposed ECOWAS financing mechanism”. The Plan does not outline specific areas of coordination of donors and their involvement in the various programs of GNAIP. These mechanism need to be included.

The GNAIP plan has detailed areas of donor harmonization under its “Setting up of Financing Mechanism” component with an aim to “ensure that resources are made available for the successful implementation of [GNAIP]”. Funding sources and components to be funded by each donor are specified. Areas of funding are identified as:

- Agricultural development fund: a consolidated account for acquisition of agricultural machinery and inputs – 26.7 (10%)
- Annual government budgetary allocation/estimate for agriculture – 26.7 (10%)
- The ECOWAS Solidarity Fund – 181.5 (68%)
- Public-Private partnership – an incentive for private sector development with particular emphasis on poultry and vegetable production 13.3 (5%)
- Microfinance industry 5.3 (2%)
- Commercial banks – Development Fund 13.3 (5%)

### **Recommendations:**

1. The plan needs to more clearly describe the organization and effectiveness of the agricultural sector working group (ASWG) including a description of representatives/ stakeholders, the regularity of meeting, level of genuine ownership by stakeholders, and progress made to date of harmonized external assistance. The plan should include a description of how future engagement with the working group will be carried out by the government to effectively align stakeholders with the objectives of the GNAIP;

## **COMPONENT 2: CONSISTENCY WITH LONG TERM GROWTH AND POVERTY REDUCTION OPTIONS**

### **2.1 Agriculture within the economy**

Agriculture provides the second largest component of The Gambian Gross Domestic Product after services (led by tourism) with 30% and 59% respectively. The sector employs 75% of the country's labour force, which is a heavy stress on the sector. The livelihoods of 91% of the extremely poor and 72% of The Gambians categorized as poor are dependent on agriculture. This provided a strong motivation for the Gambian Poverty Reduction Strategy (GPRS) and later GNAIP to prioritize agricultural investment. However, with fast urbanization, the toll of the poor create a paradigm shift from dependence on agriculture to unemployment and other unreliable sources of livelihoods, thus increasing food insecurity and frustrates poverty reduction efforts.

This calls for a major agricultural reform aligned with the NEPAD-CAADP principles. The GNAIP is, therefore, reinforcing the need to achieve agricultural development and food security. The GNAIP underscores diversification of the agricultural sector, encouragement of manufacturing and construction sectors, which account for 12% of the GDP. In order to fulfil its broad objectives and mission, GNAIP includes a budget heavily dwelling on agricultural value chain investment with 45% of the total budget.

However, the Plan appears to be weak on how to promote export of its leading produce by establishing international market linkages. There is no budgetary allocation for boosting this area and the role of the Ministry of Trade, Industry and Employment is not stated to include this important component.

## Recommendations:

- a) Needless to say, export promotion stimulates industrial growth. There is therefore need to include a component in the Plan for export promotion to encourage agro-industrial and agribusiness and make it an attractive option for investors in the Gambian product value chain.

### 2.2 Consistency with long term growth and poverty reduction goals

During the Gambia roundtable the commitment to achieve the MDGs was reaffirmed. However, the present rate of poverty reduction was considered low for the achievement of the MDG1 of halving the proportion of poor and hungry people. In terms of growth, PRSP II indicates a targeted growth rate of 6.3% up to 2015 as a means of achieving the country's poverty reduction goals. The GNAIP has targeted an agriculture growth rate of 8% up to 2015. Growth analysis was carried out using the Poverty Reduction Strategy Analysis Model (PSAM). The model uses available data on the structure of the economy, the existing poverty profile and the elasticity of poverty with respect to growth to evaluate the impacts of different growth rates. The growth analysis indicates that if 8% agriculture growth rate is achieved and the non – agriculture sector continues growing at the pre-compact level of 6.8% p.a., the country would achieve its 6.3% GDP growth rate target. This is the GNAIP scenario indicated in Figure 1 below. Under this scenario overall GDP growth rate would be 7.2%. This would be higher than the pre – compact historical level of 6.1%. Another scenario which was considered in the analysis leading up to the roundtable was the MDG\_E scenario. This scenario would allow for GDP growth rate of about 9% and therefore allow for greater poverty reduction.

In the GNAIP, one clear strategy is to focus on rice production. The plan is to devote 25,000 hectares of land to rice with yields of between 2 and 2.5 tonnes/hectare. 70,000 MT p.a. of production is also targeted. Another key product group targeted is groundnut. While rice is the major staple crop in the country, available data indicates that it has a relatively low share of total agriculture output.

Figure 1: Growth Rates (%) in Different Scenarios (2007 – 2015)

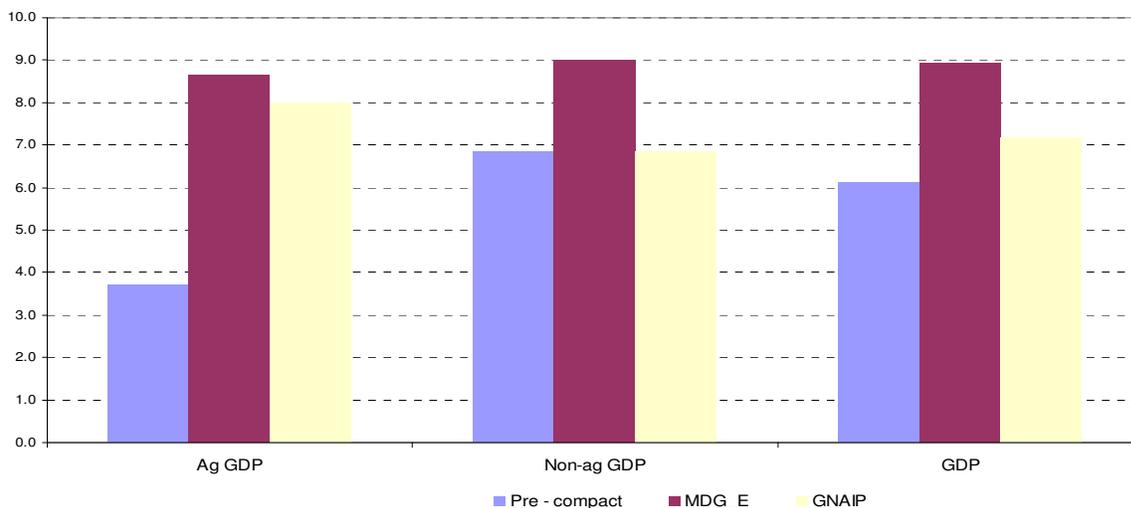


Table 1 indicates the average price, area, production and revenue from key agriculture crops in the 2005 – 2008 period using data from FAO website. During this period, millet accounted for 38% of the revenue and area cultivated of these 7 crops. Groundnuts accounted for 35% of revenue. Rice accounted for only 6% and 7% of sales and land respectively. Table 2 broadens the comparison using 2006 data. Here we observe that livestock products are more important than rice.

Table 1: Average Agriculture Production Structure (2005 – 2008)

|                        | Producer Price | Area   | Production | Value of Sales | % Share of sales | % share of land |
|------------------------|----------------|--------|------------|----------------|------------------|-----------------|
| Groundnuts, with shell | 7105           | 116574 | 100925     | 717,116,512    | 35               | 35              |
| Maize                  | 7032           | 34554  | 33264      | 233,922,237    | 11               | 10              |
| Millet                 | 6656           | 127243 | 117013     | 778,892,848    | 38               | 38              |
| Rice, paddy            | 5310           | 21707  | 24663      | 130,952,609    | 6                | 7               |
| Sesame seed            | 10278          | 7050   | 2225       | 22,868,494     | 1                | 2               |
| Sorghum                | 7373           | 23532  | 26079      | 192,280,040    | 9                | 7               |
|                        |                | 330659 |            | 2,076,032,740  | 100              | 100             |

These shares indicate that while rice is a major food item, it has a relatively low share of agricultural production which is the primary source of income for poor households. It would be necessary to spend more on agriculture products that are the major sources of farmer's income. This would allow greater impacts on the overall income of farmers. Also, products to which farmers allocate a lot of their land to may be of higher importance as it indicates how much farmers depend on them. Millet, groundnut, maize and sorghum therefore become important in this respect.

Table 2: Structure of Agriculture GDP

| Sector          | Ag GDP Share (%) |
|-----------------|------------------|
| Millet          | 22               |
| SORGHUM         | 4                |
| MAIZE           | 6                |
| RICE (PADDY)    | 3                |
| GROUNDNUTS      | 17               |
| Other crops     | 9                |
| Cattle          | 19               |
| Sheep           | 4                |
| Goat            | 5                |
| other livestock | 3                |
| Forestry        | 2                |
| Fishing         | 6                |
| Agriculture     |                  |

Source: Gambia PSAM Analysis

At the same time, it is necessary to address the need for increased availability and affordability of food. Given that rice is the major staple food it would seem reasonable to devote considerable attention to it. Although it is not clear in the GNAIP what the rationale for focusing on rice is, the food security aspect and the need to save foreign exchange spent on importation provide some justification. However, given the importance of other cereals in Tables 1 and 2 above as revenue sources, it would be useful to re-examine the focus on rice and plan more intensely to improve the output of these key income sources. This would allow the GNAIP address the food security *as well as* poverty reduction aspects of commodities' prioritization/selection. As we observe from Table 2 above, livestock are also a key income source for farmers and should equally be considered as priority products.

In 2007, rice production was 11,400 MT. The plan to produce 70,000 MT of rice p.a. by 2015 would imply a 25% p.a. increase in rice production from 2007 to 2015. If this is achieved it would contribute strongly to achieving 8% agriculture growth. However, achieving a similar growth rate for millet, sorghum or livestock would have a much larger impact on growth as these sectors are much larger than the rice sector.

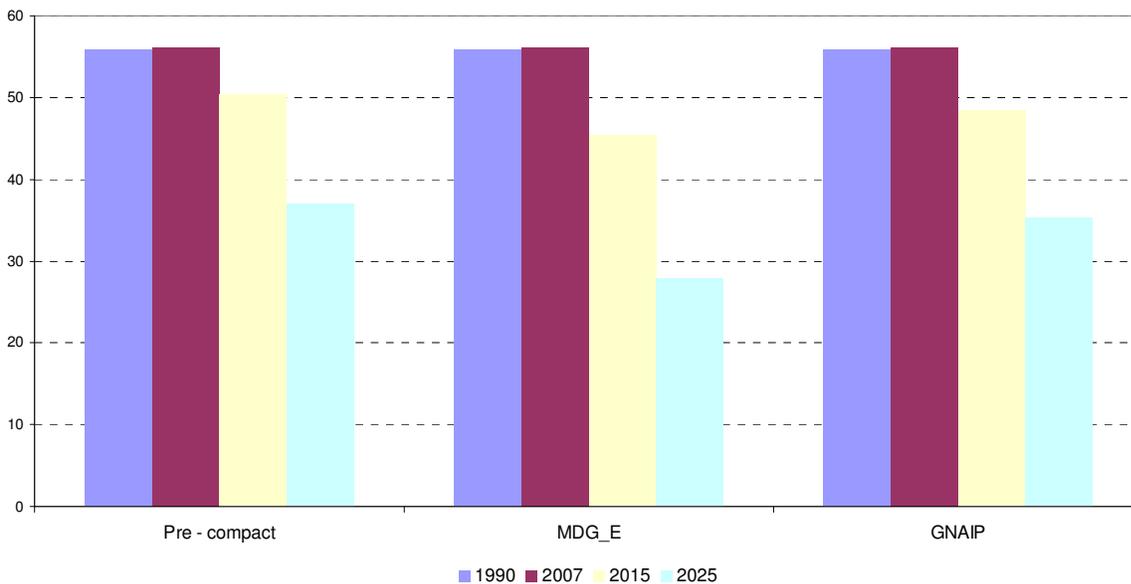
In the GNAIP, few agriculture commodities have production targets attached to them. It would be necessary to specify the production, area cultivated and yields targets for each crop as well as similar targets for livestock. Specifically, the output growth required to achieve the 8% agriculture growth should be specified. This will serve two purposes. First, it will aid in the costing of the GNAIP in order to ensure that funds are available to achieve the magnitude of targeted outputs. Second, it will create objective and annually verifiable targets which will be monitored and evaluated annually using the M & E system and the SAKSS.

### **2.3 Poverty Outcomes under the Proposed GNAIP**

At the historical pre-compact growth rates, the poverty rate would reduce from 56% in 2007 to 50% in 2015 and 37% in 2025. If the GNAIP's 8% agriculture growth rate is achieved while the non - agriculture growth rate continues at the pre - compact level, the poverty rate would reduce from 56% in 2007 to 48% in 2015 and 35% in 2025. The GNAIP would therefore lead to a small improvement compared to the pre-compact level. However, the country would not be able to achieve MDG1 by 2015. Achieving MDG1 would require the 1990 level of 56% to 28% by 2015. Under the GNAIP scenario the poverty rate would be 48% in 2015.

Achieving the MDG1 by 2015 appears infeasible under the pre - compact or GNAIP scenario. It would be possible to achieve the MDG1 in 2025 if the agriculture sector and GDP grow at 8.6% and 8.9% respectively in the long term. This is the MDG\_E scenario in Figure 2. While the GNAIP would not lead to the achievement of MDG1 it would succeed in reducing the 1990 poverty level by about 15% and 40% by 2015 and 2025 respectively. If the government were to stimulate the non - agriculture sector to grow faster than its historical level in addition to achieving 8% growth in the sector, the poverty level can be reduced even further than under the GNAIP scenario.

Figure 2: Poverty Rates (%) in Different Scenarios



## 2.4 Dimensions of incremental financing

The pre-Compact Model scenario with the closest target to the GNAIP is the MDG1-2025 scenario with 8.6 % agricultural growth whereas the plan’s target is 8.0% agricultural growth. The level of funding under low and high funding-agricultural growth elasticity was estimated to be respectively, US\$ 1,065.80 million and 196.30 million, for the period 2011-2015 compared to US\$ 296.68 million representing the required funding level of the GNAIP for the same period. These funding requirements are much higher than the agricultural expenditures in 2007 which were US\$ 10.6. Even the calculated funding requirement under high elasticity scenario (which is two third of the budget of the GNAIP) shows annual average agricultural budget of US\$ 39.26 which is about 3-fold the agricultural expenditures in 2007. Under this scenario, the Maputo ratio of 10% agricultural share of total budget is nearly met by 2015 (10.3%). However, this implies annual agricultural growth rates of 23.5% whereas negative annual growth rate of agricultural expenditures was observed in Gambia during the period 2005-2007.

The costing of the investment plan may have been overestimated because it appears to be inconsistent with the estimation of funding requirements of the MDG1-2025 model scenario. There is a high increase in funding required for the agriculture investment plan, yet it is expected to be implemented within existing government institutional arrangement. This raises some concern about the absorption capacities of the institutions involved in the Program and whether they are sufficient.

### Recommendations

- i. The GNAIP will lead to better poverty reduction than the pre – compact growth levels. However, it will not lead to the achievement of MDG1 in 2015 or even by 2025. In order to achieve faster poverty reduction and possibly halve the 1990

poverty level by 2025 the government should pursue higher agriculture and non – agriculture growth rates. Agriculture, non – agriculture and GDP growth rates of about 9% will lead to the achievement of this objective.

- ii. The GNAIP should be careful to expand key agriculture commodities like millet, maize, sorghum and livestock as well as rice in order to address the poverty reduction aspects of commodities’ selection/prioritization.
- iii. Detailed growth related production targets should specified for the purposes of budgeting and proper M & E.
- iv. Assess and re-confirm the costing for the Program;
- v. Assess the capacities of the implementing institutions.

| expected ag growth of NAIP | most close scenario |                         | recent funding         |   |      | growth of funding |           | Pre-compact estimation of agricultural Funding growth rate |                 | Pre-compact estimation of ratio of agricultural budget to total budget |                 | Pre compact estimation of level of funding in million us\$ for 2011- 2015 |                 | expected level of funding in million USD for 2011- 2015 - GNAIP |
|----------------------------|---------------------|-------------------------|------------------------|---|------|-------------------|-----------|--|-----------------|--|-----------------|---|-----------------|---|
|                            | scenario            | growth rate of scenario | amount in million US\$ | ratio agricultural expenditures to total expenditures | year | growth rate       | period    | low elasticity   | high elasticity | low elasticity   | high elasticity | low elasticity  | high elasticity |   |
| 8.0%                       | MDG1-2025           | 8.6%                    | 10.6                   | 7.3%  | 2007 | -1.3%             | 2005-2007 | 59.3%  | 23.5%           | 46.9%  | 10.3%           | 1,065.80  | 196.30          | <b>296.58</b>   |

## 2.5 Effectiveness of existing programmes

The afore-mentioned percentage of agricultural contribution of 30% translates to agriculture being a leading sector in the Gross Domestic Product (GDP) of the Gambia. The GNAIP document contains a detailed review of The Gambia’s efforts for agricultural development. The food security program in The Gambia has remained one formidable program since 2000. Obviously the program was prompted by the Millennium Development Goals challenge reinforced by the country’s Agriculture and Natural Resource (ANR) policy rooted on the Poverty Reduction Strategy Paper (PRSP) and The Gambia Vision 2020. The ANR policy aims at transforming agriculture into a market-oriented sector. Existing investment projects are:

- Pump irrigation project (the Jahaly-Pacharr Smallholder Project): Not quite effective due to lack of sustainability as farmer organizations running the project are weak and land preparations services not done timely
- Partial water control schemes: Increased the area under rice production

### Recommendation:

- a) The GNAIP doesn’t seem to include all the running agricultural investment and food security projects. There is a great need to take stock of current existing projects and plan for

improvement of performance of those appearing not to be doing well. Planning based on existing programs that have been evaluated enable incorporation of lessons learnt into the new plan

## 2.6 Dimensions of incremental financing

To carry out the consistency review, the proposed investment plan should come with clear indications of the government's specific targets for yield and production levels for each agricultural sub-sector over the period 2011-2015 or beyond.

There is also need a breakdown of the investment plan budget that shows:

- Amounts to be devoted to each individual program component as well as to each individual subsector.
- The plan should detail available resources and funding gap

### Recommendation

- a) The country needs solicit expert support on financing/budget and costing analysis

## COMPONENT 3: ADOPTION OF BEST PRACTICES AND INCLUSION OF CORE PROGRAMME ELEMENTS

### Technical viability of major programmes

#### 3.1. Sustainable Land and Water Management

The narrative section for programs 1 and 5 are sufficiently clear about the process. A major effort of alignment with the CAADP framework has been done and especially all the institutional and technical details are widely discussed in the matrices.

However, the GNAIP has not sufficiently addressed Climate Change related issues. The link between Land & Water Management and Climate Change adaptation does not clear and this is an area that could be improved immediately.

The GNAIP does not also present in-depth articulation of the policies and related land tenure issues.

### Recommendations

1. Make a Cross-Cutting of the Climate Change Adaptation and Sustainable Land & Water Management, **including Biodiversity Issues** (lowland and watershed targeted in GNAIP can be considered as "*wetlands areas*" with a high biodiversity potential).
2. Give an especial emphasis to SLWM Programmes or Projects which can benefit of the Clean Development Mechanism (UNFCCC), throughout technological transfer and financial resources from UNFCCC – CDM (financing Activities –Initiatives in SLWM).

3. Create and implement a Legal and Institutional Framework at national and local level which will promote land policy in harmony with land use;
4. Create a paragraph to explain how the GNAIP can do the Cross-Cutting of the Programmes 1 & 5, according with the CAADP Pillar 1;
5. GNAIP may to strengthen further in the direction of mobilization of public-private partnership-Civil Society Organizations (Programmes 1 & 5).
6. The inclusion of women can be presented in a very relevant social and economic dimension, especially in the sustainable management of natural resources (land and water): women are a driving force for agricultural development and could be guardians of "natural resources".

### **3.2 Market access, Trade and Infrastructure**

#### **Raising Competitiveness and seizing opportunities in domestic, regional and international markets**

The Gambia signed its Compact in October 2009 – eight months prior to the finalization of its Agricultural Investment Plan. The document presented valid analysis on the contribution of staples especially groundnut, fish and livestock to GDP, employment creation, and potential to reduce poverty and ensure food security. Since the June 2010 preliminary review, there is some attention to specifying priority programme areas and providing a convincing comprehensive balance in programme focus.

The 30% contribution of groundnut alone to export earnings could make it the single most important crop of priority investment. The allocation of 45% of budgeted funds to the component for the development of market chains and market improvements is an implicit fact that Pillar 2 embodies the agricultural investment priorities. However, as this program subsumes a number of interventions, it might not look quite attractive to external donors and indeed makes implementation a challenge.

The Plan's components aligned with Pillar 2 make a good analysis of the situation, identifies the challenges and constraints that might face investment in this sector and indicate the linkages with the trade and industrial sector. Not only is the huge portion of the budget indicative of a comprehensive plan that encompass strong linkages of the intra-sector or inter-sector programs in the development of production and market chains and promotion, the plan's internal and external market oriented strategies tie the agricultural and trade sector very closely.

There is reason to believe that the approaches under Pillar two connect well with the regional (ECOWAS) trade policies. It is also linked with the already developed CAADP investment projects supported by FAO (PIWAMP, PSIP, RFP and WB-CDP). GNAIP is guided by the Government's Vision 2020, the Poverty Reduction Strategy and the Agricultural, Natural Resources Policy of The Gambia and the Millennium Development Goals.

The expected outcome is that the food crop chain is expanded through improved primary and secondary processing to increase value added and consequently increase incomes of

farmers. GNIAP will improve post-harvest handling, promote new ways of storage, increase availability, accessibility and optimal use of processing machines, and promote production and marketing according to standards.

The groundnut chains will be better managed with quality of groundnut improved up to meet international standards and increase exports, thereby increasing the income of producers and foreign exchange earnings. Activities will include improving marketing infrastructures, strengthening capacity of stakeholders and supporting quality production (e.g. grading systems, inputs). The Government will be an indirect beneficiary, benefiting from increased foreign exchange earnings.

Market-oriented production systems in place, post-harvest losses reduced and increased quality of horticulture produce enhanced (regular supply of quality vegetables for market strengthened. Production of short-cycle livestock expanded (small ruminants, poultry and pigs) resulting in increased farm incomes and foreign exchange savings

The development of Dairy Products Chain will permit to increase local dairy production to meet 25 percent of the national demand and Fisheries Products Chain, increased employment generated in the sub-sector, increased foreign exchange earnings, and overall improved diets in the population. Activities include establishing needed infrastructure and equipment for processing to ensure compliance of quality and hygienic methods, training, and transportation improvements to increase exports regionally and internationally. Main beneficiaries will be women who are primary actors in processing (drying and smoking).

In this regard, the following is also noted on the GNAIP

- There is not enough information on markets on which the surplus of production will be captured (regional or international). What comparative advantages Gambia has to produce these crops on competitive basis.
- There is no mechanism for PPP and B2B alliances articulated in the plan to enhance capacity of small producers to become business partners credible input suppliers, banks and other operators in the value chain
- There is no mechanism in place for locally produced rice to compete with Asian rice and vegetable products coming from neighboring countries. The local producers can be discouraged
- There are no so specific size, numbers and location of storage and conservation infrastructures in the plan.

### **Recommendations:**

1. More information on markets access and the comparative advantages of Gambia export crops in the plan is needed. Mechanism for PPP and B2B alliances to enhance capacity of small producers to become business partners is needed.
2. GNIAP should clarify how local products should compete with foreign products.
3. The plan should quantify the size, numbers and indicate location of storage and conservation infrastructures to be constructed.

4. Given the strategic importance of regional trade and integration for long term growth, the plan needs to show more explicitly, how the country intends to exploit the opportunities of regional trade, and what activities will be carried out to promote trade across border corridors and analysis of the benefits and multiplier effects from regional cooperation.

### **Investment in Commercial and Trade Infrastructure to lower the cost of supplying domestic regional and international markets**

The GNAIP has recognized and provided for the communication networks which are already effectively functioning to provide market support through (a) Improve road and river transportation; (b) construct new and repair existing feeder roads; (c) construct some bridges to facilitate transportation; and (d) support of improvement of sub-regional road network. This presents best practice and opportunity for enhancing investments in Commercial and Trade Infrastructure to lower the cost of supplying domestic regional and international markets.

The Review noted that complementary communication network at regional is weak and is therefore, a hindrance to full exploitation of the economic potential of the in country communication network through regional trade.

#### **Recommendations:**

1. The GNAIP should integrate and ensure appropriate investments in regional-trade supportive communication network – both road and river transportation including feeder roads, bridges - in the plan

### **Value-Chain development and access to financial services**

The expected outcome is that banking services are more accessible and affordable to those involved in value chains (producers and processors). Micro-financing services such as loans and credit lines will be better adapted to needs of those working in the agricultural sector, and consolidated and expanded with involvement of commercial banks. Emphasis is also on implementation of guarantee funds. Main beneficiaries are direct value chain stakeholders.

Financial services strengthened in line with agricultural sectors needs by:

- ✓ Advocating for single digit interest on agricultural loans
- ✓ Creating loans adapted to the realities of the different sectors of agriculture and natural resources
- ✓ Setting-up an agricultural development bank for the agricultural operators
- ✓ Consolidating and developing existing and new micro-finance institutions nationwide to provide credit adapted to producers and agro-processors needs

The mechanism for the establishment of subsidized interest rates is not clearly specified in the plan

## **Recommendation**

1. To ensure that actors of agricultural value chains, interest rates to single digits, proceed to a bonus interest rate. Clarify the mechanism in terms of interest rate subsidies. Also tell how to make such a sustainable mechanism

## **Strengthening the Commercial and Technical Capacities of Farmer organizations and Trade Associations**

The GNIAP is focused on capacity strengthening of all actors along the commodity value chain (E.g.: Develop and conduct training program on marketing, quality standards, and use of pesticides and chemical for the cooperatives, other farmer groups and individual commercial producers).

Gambian traders are familiar with needs of their target markets through creating and developing a market information data base for the targeted international markets installed and housed in the VCMIS. A result on capacity building and the resulting activities are not clearly identified in the plan

## **Recommendation**

1. Indicate in the plan, a result on the capacity building of stakeholders on the strengthening of activities in line with business alliances (Business to Business)

## **3.3 National Food and Nutrition security program (Pillar 3)**

### **Increasing food supply**

Gambia National Agricultural Investment Plan in his proposed National Food and Nutrition security program, has respected the principle of framework for African Food Security (FAFS), to *ensure the right to food for all citizens*, it initiates many activities for social protection of vulnerable groups (using of information system to make decisions, building capacities of local communities and policies makers, processes initiated for the development of a social protection and a plan etc..)

The GNAIP considered challenges relating:

- to inadequate food supply (Markets domestic, regional and international, Natural resource management, Increasing productivity ),
- to reducing Hunger and Malnutrition except the health and care impacting on food utilisation,
- to food crisis management (Early warning and crisis prevention, challenges related to the management of emergencies, Challenges related to policies and institutions).

The following is also noted in the GNAIP

- The National Food and Nutritional Food security does not describe the strategy how the feature agricultural Budget (10%) will be manage and how the agricultural growth (6%) will be shared to have an excepted sustainable food security.

- For harnessing trade, the GNAIP, does not focus on potential markets and farmers linkage with these markets,
- The plan does not ensure that all parties and players and particularly local private investors, automatically seek to understand and address hunger and malnutrition, the government incentives and policies need to be more efficient and help in cost and quality competitiveness of local production.
- The GNAIP, in program 5: Sustainable Farm Development does not adequately address the management of the risk relating to implementation of the land use suitability and land tenure security (annexes 3 logical frameworks page 1 of 2)

### **Recommendations**

1. The NFNS in page 34, need to explain how the features budget and agricultural growth will be managed to have sustainable food security
2. To ensure that all parties and players and particularly local private investors, automatically seek to understand and address hunger and malnutrition, the government incentives and policies need to be more efficient and help in cost and quality, This could be done through policy reforms that promote local production,
3. The GNAIP, in program 5: Sustainable Farm Development should articulate the management of the risk relating to the implementation of land use suitability and land tenure security (annexes 3 logical frameworks page 1 of 2); this can be done through an appropriate legal framework.

### **Reducing hunger and malnutrition**

The gender dimensions are addressed in the NFNS, social safety nets takes into consideration mothers and children who mainly suffer from nutrition problems. The GNAIP is focus on the chronically hungry and malnourished in order to address short term crises and the long-term is integrated into broad agriculture development program.

The GNAIP integrate regular review and broad based dialogue to ensure successful implementation of food security program.

The NFNS does not explain how economically, particularly the potentialities (intensive production of millet, sorghum and maize for farmers auto consumption, irrigation extension of rice based on relative big potentiality), the feature agricultural growth and competitiveness of local production addressed the need of food affordability and accessibility. The following is also observed on the GNAIP:

- There is no baseline for future comparative assessment,
- The NFNS does not address food insurance and others social safety nets.
- The NFNS program did not mainstream human diseases such as HIV/AIDS, malaria, TB which affects agricultural productivity.

### **Recommendations**

1. The NFNS must identify clearly how in the feature the agricultural growth (6%) and 10% GDP will be share and invest. It should develop economical strategy to get

access to affordable food, this could be done through the potential market for local agricultural products and the sector from which agricultural growth depends more, subsidises food prices, subsidies to agricultural inputs. The FSNS must focus on efficiency and effectiveness of government's incentives and policies that can make successful its implementation (because it is not sure that private sector investors will follow the processes). The intensive production of millet, sorghum and maize for farmers auto consumption, irrigation extension of rice based on relative big potentiality can be used to improve access and affordability. There should be a program to develop sector of tourism and increase agricultural trade. Also, the activities in which vulnerable people in rural and urban areas are working on should be identified and strengthened. Finally, for future comparative assessment, the baseline studies are needed.

2. The legal framework design must take in consideration the right of vulnerable people for their food security.

### **Improved risk management**

The NFNS involves the disaster risk management, institutional support to disaster preparedness, response and mitigation. The NFNS does not develop the aspects of best practices on national and regional level,

### **Recommendations**

1. The NFNS should develop the aspects of best practices on national and regional level in risk management.

## **3.4 Research and Dissemination (Pillar 4)**

### **Improve the performance of agricultural productivity**

The Gambian investment Plan is comprehensive and is likely to stimulate agriculture-driven development with programs specifically targeted at smallholders and the resource poor. The investment plan has a robust agricultural land and water management program, improved management program for shared resources, well developed agricultural chains and market promotion program, food and nutritional security, sustainable farm development and well coordinated and monitoring programs.

The research component is not well articulated in the plan although it is cross-cutting along all the six programs. The Gambian National Agricultural Research Systems (NARS) is still using the linear approach of doing research. That is, research agenda is set by the researcher and research product pass on to extension and finally to the farmer. Farmer gives the feedback to the extension for the researcher.

Research is not mainstreamed in the plan and as such there is no reform agenda for the NARS. There is no clear articulation of the knowledge management system. The principle of subsidiarity in program implementation is not well articulated.

**Recommendations:**

1. A change in paradigm shift from lineal type of research to Integrated Agricultural Research for Development (IAR4D) using innovation systems approaching is an example of using best practices with proven success stories.
2. IAR4D concept entails a multi-sectorial, multistakeholder orientation to agricultural problem diagnosis, and draws on integrated approaches using 'hard' and 'soft' sciences to provide solutions, while maximizing the available resources. IAR4D integrates research with development along the value chain with emphasis on productivity, market, natural resource management, policy, product development and gender.
3. Research should be mainstreamed and adequately financed if we want to increase productivity
4. The M&E component of the GNIAP should be expanded to include the CAADP SAKSS framework.
5. CAADP's Strategic Analysis and Knowledge Support System (SAKSS) should be incorporated in the plan for evidence based decision making.
6. The principle of subsidiarity should be emphasized in the plan.

**Place farmers at the centre of agricultural innovative system**

The Investment Plan describes how it will increase extension support services for rice production by linking the National Agricultural Research Institute (NARI) with farmers is laudable. It again proposes the introduction of farmer field schools using the National Women Farmers Association particularly on pest management of groundnut.

**Recommendations:**

- a) Seed industry in The Gambia tends to be weak and characterized by low yields, poor germination rates, susceptible to diseases, and expensive. Include activities focused on seed selection at farmer's fields, propagation trials of improved seeds at research stations and farmer's fields.
- b) Include activities that will catalyse the utilization of productivity enhancing technologies. Use of labour saving equipment/devices for processing for groundnut and cashew will definitely reduce man hours and days in processing; introduction of modern food processing technologies for the horticultural sector will also minimize post-harvest losses.
- c) Include activities to support fish farmers and productivity enhancing technologies. Basic tools for fish processing; drying/smoking towards preservation should be explored.

**3.5 Specific Review comments on the GNAIP identified Programmes****Programme 1: Improvement of Agricultural Land and water management**

The results are clearly identified with detailed specified data to facilitate verification. However, nearly half of the country is covered by wetlands, which could be appraised as opportunity for miscellaneous crop production imitating "best practices" known in other

regions. Intensifying the process is highlighted in the production process against more extensive technical itinerary, which may appear less sustainable given the current per capita income of farmers.

### **Recommendations**

1. Include a **rice-fish integration** using marginal input within this component (aquaculture)
2. Focus **participatory research in low input technology**, and intensify step by step to insure more sustainability

### **Programme 2: Improved Management of other shared resources**

This program provides a good place for fisheries, thus highlighting its role in human nutrition. Community-based management which is elsewhere the most sustainable tool in artisanal fisheries is insufficiently developed.

Although it is outlined the poor training and incentive measures for most technical staff, and the lack of capital for entrepreneurs, activities viewing to solve the situation is insufficiently defined (only scholarship for fishery staff)

### **Recommendations:**

2. Include as a main output an inventory and extension to farmers of “best practices” as regularly publicized in specialized (e.g. refer to the **success-stories** under the newsroom sub menu of [www.fao.org](http://www.fao.org) or [www.worldfishcenter.org](http://www.worldfishcenter.org))
3. Include additional incentive measures capable of generating more fishery entrepreneurs (facilitating funding access, subsidizing “champions”, ...)
4. Include as an output the **integration of “foreign” fishers** within the national fishery development scheme (to be fitted in the outcome “capture fisheries” and “infrastructure development”)
5. In the sub-program dealing with protected area, include an output dealing with **endangered species**, with activities on red list species of WWF (sea-turtles, dolphins whales, etc.) and protection strategies (incentive to alive sample of such species, aquatic ecotourism, etc)

### **Programme 3: Development of agricultural chains and market promotion**

The following is observed:

- Activities on transformation and quality adding value are planned
- Sensitization on regional export of fish products is also part of the plan, as training in quality control

Opportunities to earn more from national and regional fish markets from wealthy clusters of consumers is poorly developed.

Education on best practices dealing with normalization and branding is insufficiently developed; this should constitute an opportunity for Gambia given its location and features of its marine ecosystems

**Recommendations:**

1. Include an inventory, applied research and high level practical training on specific sea-food value-adding developed from small **artisanal fishers' indigenous knowledge** (caviar-alike, surimi, etc.)
2. Same for **ornamental fish species** with high international demand...
3. Educate fishers about CODEX guidelines, fish diseases, **brands** (certificates of origin) to ensure quality of fish products for both the local, regional and international markets

**Programme 4: National Food and Nutritional Security (NFNS)**

Institutional support to vulnerable groups is documented and appraised in the plan

**Programme 5: Sustainable Farm Development**

This programme is explicit on how farmers would be educated in the sustainable management of the exploitation

The concern appears to be focused on land-based farmers; since Gambia is dominated by watershed, the concerns need to be broadened

**Recommendations:**

2. Consider aquaculturists and fishers in the term farmers, and recheck accordingly in plan the data on the number of farmers to be trained (instead of 6000 as appearing in the document, may be adding fishers, or explicating the percentage of this cluster in the number, for memory)
3. Reinforce participatory research and training in the fishery sector

**Programme 6: Institutional capacity building for the implementation of the RAIP**

Important programme for the GNAIP especially in enhancing systemic capacity and pursuing the transformation objectives.

**3.6 Cross-cutting issues**

**3.6.1 Social and Environmental safety Process**

GNAIP emphasis on the environmental issues related to benefits and impact of the SLWM activities: soils conservation, flood control, soil fertility, access to water and sustainable

agriculture activities protector of environment. Also GNAIP focus on generation of revenues for increasing vulnerable / poor beneficiaries. Concerning the Social aspect, GNAIP give more emphasis in a social protection policy and action plan for food and nutrition security.

### **3.6.2 Other issues - health (malaria, HIV-Aids, etc...); gender issues (women, youth, etc..)**

Concerning the poverty alleviation issues, GNAIP give emphasis to the gender (women) especially concerning access to land and water resources and also food and nutrition security.

Although most of these issues are raised in the plan, more emphasis may be required

#### **Recommendations:**

1. Specify and make provision for **interrelation with the ministry in charge of public health** to make sure diseases such as malaria and AID are prevented in peasant farmers and fishers households
2. Better promote the participation of private in fishery business, among other actions elaborated in the plan, by **voluntarily subsidize champion fishery entrepreneurs** such as Barra, Pelican, and the semi-autonomous community fisheries centers cited in the plan. The later should progressively become fully autonomous.

### **3.6.3 Fisheries**

Though fishery sector contributes only to 3 per cent to agricultural GDP, fish play an essential role in human consumption, supplying about 40 percent of the total animal protein in the country. The NAIP targets a 30 percent increase in current production through better management of capture fisheries, infrastructure development, promotion of commercial aquaculture, institutional and human resource development (including gender issue, collaborative research).

The document is well presented and easy to be appraised. It has valorized most of the comments made by the inter-pillar fishery expert of the supporting team a week before. The following table is built from the provided template and adapted with the expert ToRs (requesting to focus the analysis on: improved management capacity in parallel with improved policies and policy processes; growth acceleration of aquaculture in relation to policy and strategy, markets issues, research and extension; fish supply chains in growing urban and intra-regional demand; growth of small scale fisheries sector through decentralization and co-management approaches). Additional comments are thus highlighted within the different programmes of the NAIP and may improve its content on its fisheries aspects.

Due to their specificity, foreign fishers who dominant in Gambia need more concern

**Recommendations:**

1. An assessment of the difficulty and time required to achieve the change and which entity is responsible for leading the change should be included in the plan. There is need to review and update the livestock and fishery policies. These policies among others must protect, streamline investment procedures for increasing productivity. Key stakeholders and actors within these sectors must be involved in the policy review and formulation;
2. Key stakeholders and actors within fishery sector must be involved in the policy review and formulation, and more independently and **with more empowerment** in the evaluation process
3. For regional integration sake, specify in the plan how **foreign fishers from the artisanal sector** would be better integrated and fully involved as national in community fishery management strategy

**3.7 Monitoring and evaluation framework**

In order to provide objective and measurable yardsticks for the GNAIP, the agriculture growth targets should be translated into the necessary increases in crop, livestock and fishery targets. This will allow the M & E unit to have clear indicators to work with.

**Recommendations:**

- a) The plan's section on overall monitoring and evaluation mechanisms needs to be strengthened. The importance of setting up an effective M&E system for the GNAIP cannot be over emphasized. The plan should better describe how the M&E system will build upon existing capacity and how it intends to strengthen and utilize statistical information and geographical information systems to establish baselines from which progress will be tracked. The proposed results framework should be revisited and indicators chosen that will effectively track not only outputs but outcomes and higher level impacts. The country should use the ReSAKSS manual to refine the plan's results framework and set of indicators;

**COMPONENT 4: ALIGNMENT WITH COUNTRY COMMITMENTS****Prioritization within the investment plan**

The document presented valid analysis on the contribution of staples especially groundnut, fish and livestock to GDP; employment creation and potential to reduce poverty and ensure food security. The Plan however does not include a prioritization of the program nor the sub-program which allows government to choose from several activities under limited resource conditions. The 30% contribution of groundnut alone to export earnings could make it the single most important crop in terms of priority

## **Recommendations:**

- a. Include a conduct cost-benefit analysis prior to the implementation of the program to first justify resource allocation and secondly identify programs that will provide the highest return on investment.
- b. Include social development factors when prioritizing the programs and activities.
- c. Include activities focused on institutional capacity building to first upgrade the knowledge of the staff and increase staff strength to provide extension support services to the farmers.
- d. Include horticultural development activities to support the increasing demand for high quality vegetables to support the tourism industry. Development of such industry will provide immediate market opportunity for the hospitality industry to get fresh vegetables from Gambia instead of import. It will also offer employment for urban and peri-urban populations. The women garden projects should be strengthened to be used as pilot for the introduction of horticultural production in Gambia.
- e. Gambia, with the high the high level of tourism and limited land, attention should be put more on productivity enhancing technologies rather than land surface expansion. The use of intensive production technologies will be recommended for the production of vegetables in Gambia.
- f. The activities lack the incentive packages to attract large scale commercial investment in the livestock sector even though it contributes significantly to poverty reduction, income generation, food and nutrition and employment creation. Include activities to strengthen this area.
- g. Prioritise the programs and activities, as well as establish sequencing through the development of an implementation plan. In addition, the Government of Gambia may consider prioritising geographic regions based on need, opportunity and/or availability of financing.

## **Links with existing sector programs/projects**

The Gambia National Agricultural Investment Program outlines comprehensive program activities covering almost all important development sectors. The sub-program objectives speak to the major programs and directly address constraints that hinder development of the sub-sector. Food crops, forestry and agro-forestry, fisheries, livestock, trade, institutional capacity building, prevention and management of food crises have well been laid out. The programs outlined, if implemented will result in significant improvement in the lives of the people of Gambia. Setting up of various credit schemes to address rural micro-financing and private sector investment is highly commendable. Similar commendation can be given to strategies to address land development issues.

GNAIP is linked with the national vision in the MDGs and Vision 2020. It mentions organizations involved in each of the program with roles and responsibilities. There is insufficient mention in the description of program activities on how the MOA will coordinate with the organizations and their respective programs. It is linked with already developed CAADP investment projects supported by FAO; PIWAMP, PSIP, RFP and WB-CDP.

Since the Preliminary review, the GNAIP has considerably in terms of comprehensiveness in scope and aligned both with the national goals of Vision 2020, and supports the realization of main national strategic programmes, including the Poverty Reduction Strategy Paper II (PRSP II 2007-2011) and the ANR Sector Policy (2010) and the framework of the New Partnership for Africa (NEPAD) Comprehensive Africa Agriculture Development Programme (CAADP).

Comprehensive and broad as the programs are in scope, they do not have measurable targets and outputs. Logical framework which spells out objectives, outputs and indicators will be useful to guide the implementation of the programs. It will be useful to the program to provide baseline data and show incremental growth over the years.

**Recommendations:**

- a) Include activities to improve database systems to allow for effective monitoring of growth and impact of agricultural investment programs.
- b) Incorporate and show how the activities in the Investment Plan build on the Community-Driven Project; Livestock and Horticulture Development Project and the Gambia Lowland Development Project. These projects already provide good income generating and food security activities.
- c) GAMJOB is a plausible program in Gambia. The Plan should link with this program and indicate in quantitative terms how agriculture will contribute to GAMJOBs objectives.

**Links to national and regional agriculture sector development plans**

**Recommendations:**

- c) Include more detail on all the regional (and neighboring countries) agriculture plans that are relevant to its Investment Plan. In terms of trade, the regional activities may play an important role on how The Gambia may benefit from export/import of agriculture upstream and downstream goods and services.
- d) Given the strategic importance of regional trade and integration for long term growth, the plan needs to show more explicitly, how the country intends to exploit the opportunities of regional trade, and what activities will be carried out to promote trade across border corridors and Analysis of the benefits and multiplier effects from regional cooperation is needed.

**Identification of policy issues and steps required to resolve them**

Apart from the Forestry policy, there is minimal mention of policy issues throughout the Plan.

**Recommendations:**

- c. Livestock and fishery policies should be reviewed and updated to respond to current trends, investment patterns and challenges. These policies among others must protect, streamline investment procedures; increase productivity. Key stakeholders

and actors within these sectors must be involved in the policy review and formulation.

- d. Describe other policy issues related to each of the programs, including the status on required legislation and implementation frameworks, as well as a current assessment of compliance to the policy (as relevant). This will be useful to ensure attainment of the stated objectives.

## **COMPONENT 5: OPERATIONAL REALISM OF INVESTMENT PROGRAMS**

As mentioned under the consistency section; the selection of priority agriculture products needs to be reexamined as it pays little attention to the key sources of revenues for farmers. While it may be possible to encourage farmers to grow more of rice rather than other cereals which they traditionally grow more of, time will be required to make such a change. In the short term a possible strategy may be to balance government assistance between rice and other key products while making more long term plans to focus on rice if this is deemed the best long term strategy.

Source of finance \_ the government intends to provide about 21 million dollars for the GNAIP. However, it has only about 4 million dollars.

### **Viability of implementation arrangements**

The last program outlined in the plan involved institutional capacity building for program implementation. The program outlines objectives, constraints and recommendations to appropriately address the need to improve on incoherent coordination and low managerial skills, weak logistics and inadequate financial support and more significantly weak monitoring and evaluation systems. A comprehensive implementation and monitoring arrangements have been put in place with composition, roles and responsibilities clearly defined. The programs also admits and describes a frustrating un-coordinated agricultural projects which lead to duplication and multiple funding for similar projects; a number of Ministries and NGOs intervening in agriculture sometimes providing same service to same beneficiaries. Institutions such as the PCO, MOFEA and PIMU have been incapacitated to effectively deal with this situation.

### **Recommendations:**

- a) Develop and include an effective coordination mechanism at the national, regional and district level to involve inter-Ministries. Participation of high level policy makers (Chief Directors, Deputy Minister or Ministers) engaged in the Steering Committee will be recommended.
- b) Include activities and budget line items to support a networking platform and meeting schedules that are institutionalized. The respective committees may consider meeting more regularly (perhaps bi-monthly or quarterly), particularly the Program Support and Management Unit. The committees will require significant support in coordination, logistics and administration so GoTG may consider establishing a secretariat (with the necessary human and financial resources) to play this role.

- c) Include support for short courses on Project and Strategic Management for the PSMU and other implementing bodies
- d) Develop a results framework to help guide implementation and measure performance.
- e) Apart from project management issues, The Gambia needs to increase the knowledge and build technical expertise in agriculture. Include activities that support the training of horticulturist, plant pathologist, entomologies and other related fields.
- f) The Faculty of Agriculture of the University of Gambia should explore collaborative partnerships with other institutions within the sub-region for capacity building. Farmer exchange programs, modular courses, farm attachments with agribusiness firms will be recommended.

### **Indicative financing plan**

The assumptions that underlie the financing plan are not populated in the document. In the financing plan, the State contribution represents 3% of the National budget, but we do not have the budget to determine whether total corresponds to 10% of the national budget of the Gambia (Maputo commitment). Furthermore, the rate of 3% is different from the rate of 10% contribution emerges through the investment plan in the "budget by component. The proportion of the budget financed by the Solidarity Fund of the ECOWAS does not seem realistic. The participation of technical and financial partners other than AFD is not clear. The funding mechanisms are not declined.

### **Recommendations:**

- a. Complete the financing plan with the working hypotheses is required
- b. Information on the national budget is required and clearly show how the national budget is allocated to the plan
- c. A review the consistency between the investment plan and financing plan is required
- d. Make clear funding commitments and the actual gap
- e. Identify funding mechanisms by which the banking and micro finance institutions will intervene in the process.

### **Indications of Sector Public Expenditure Review - optional at this state**

The share of national budget allocated to agriculture in the past is very low, only 2.7%. The absorption capacity of resources and the implementation rate and growth of these expenditures are not addressed.

### **Recommendations:**

- a. To significantly increase the current budget of the agricultural sector to be in line with the Maputo commitment and to achieve the goals set in 2015
- b. Complete analysis of the document with information on the absorption capacity strengthening institutional capacity seem necessary

### **Risk assessment - optional at this stage**

The risk factors that can negatively impact the project are not addressed.

**Recommendations:**

a) Complete the document by the risk analysis with action to cancel or reduce their impact on the project.

**Financial and economic assessment (including cost-benefit analysis)**

It is clear from the economic and financial analysis as to achieve the objectives fixed growth, the agricultural budget should increase from 21.2 million in 2009 to 169,100,000 in 2015 with a growth rate of 14.4% in the agricultural sector and 21.9% in the nonfarm sector. But, the performance analysis shows that assists the average growth rate of agricultural GDP is 3.6% between 2001 and 2007 against a growth rate of 2.8% for the population, which corresponds to a rate annual growth of only 0.8%. With the objectives, performance growth should stabilize at 6% for the global economy with 3.7% for the agricultural sector resulting in a 3% growth of per capita income. Based on these assumptions, it is clear that the expected results are below the target of 6% targeted by the CAADP.

**Recommendations:**

a) It is important that the assumptions are revised in line with the objectives set. If necessary, assistance of ECOWAS must be considered to define a more appropriate policy.

**Estimate of the investment to be provided by the private sector**

The private sector remains marginal and the contribution of NGOs and civil society is not clear.

**Recommendations:**

- d) Involve the private sector in the implementation process in order to encourage its ownership and make it a factor of success.
- e) Define the mechanisms and intervention tools suitable for a consistent involvement of the banking sector in financing the budget.

**CONCLUSION**

The GNIAP has a realistic agenda gearing for an increase in agricultural growth from 4% in 2009 to 6% by 2015 and increase in national households incomes. Conscious efforts should be made by government to mobilize the private sector to support this plan. Several chains (groundnut, horticulture, dairy products, etc.) will be better managed to meet good standards and increase exchanges on national and international markets but there is not enough information on markets on which the surplus of production will be captured and the comparative advantages Gambia has to produce these crops on competitive basis are not clear.

The Gambian investment Plan is comprehensive and is likely to stimulate agriculture-driven development with programs specifically targeted at smallholders and the resource poor but the research component is not well articulated in the plan although it is cross-cutting along all the six programs. A change in paradigm shift from lineal type of research to Integrated Agricultural Research for Development (IAR4D) using innovation systems approaching is an example of using best practices with proven success stories.

The technical review team thinks that taking into account the recommendations made should enable the national team of Gambia to have a good quality document for the next step in the process of post compact, i.e. the business meeting

## **Annex 1: CAADP Post-Compact Guide**

## **Annex 2: Review Checklist Guide**

### Annex 3: Post Review Road Map Template

| Activities and Benchmarks   | Point | Sept<br>2010 | Nov<br>2010 | Dec<br>2010 | Jan.<br>2011 | Feb.<br>2011 | Mar<br>2011 | April<br>2011 | Follow-on<br>Comments |
|---|-------|--------------|-------------|-------------|--------------|--------------|-------------|---------------|-----------------------|
| <b>Component 1: Alignment with CAADP vision, principles and strategy elements</b>       |       |              |             |             |              |              |             |               |                       |
| •   |       |              |             |             |              |              |             |               |                       |
| •   |       |              |             |             |              |              |             |               |                       |
| <b>Component 2: Consistency with long terms growth and poverty reduction options</b>    |       |              |             |             |              |              |             |               |                       |
| •   |       |              |             |             |              |              |             |               |                       |
| <b>Component 3: Adoption of best practices and inclusion of core programme elements</b> |       |              |             |             |              |              |             |               |                       |
| •   |       |              |             |             |              |              |             |               |                       |
| •   |       |              |             |             |              |              |             |               |                       |
| <b>Component 4: Alignment with country commitments</b>                                  |       |              |             |             |              |              |             |               |                       |
| <b>Prioritization within investment plan</b>  | •     |              |             |             |              |              |             |               |                       |
| •   |       |              |             |             |              |              |             |               |                       |
| <b>Component 5: Operational realism (including institutional and capacity building)</b> |       |              |             |             |              |              |             |               |                       |
| •   |       |              |             |             |              |              |             |               |                       |

| Activities and Benchmarks          |   | Point | Sept 2010 | Nov 2010 | Dec 2010 | Jan. 2011 | Feb. 2011 | Mar 2011 | April 2011 | Follow-on Comments |
|------------------------------------|---|-------|-----------|----------|----------|-----------|-----------|----------|------------|--------------------|
| <b>ACCOUNTABILITY</b>              |   |       |           |          |          |           |           |          |            |                    |
|                                    | • |       |           |          |          |           |           |          |            |                    |
|                                    | • |       |           |          |          |           |           |          |            |                    |
| <b>IMPLEMENTATION ARRANGEMENTS</b> |   |       |           |          |          |           |           |          |            |                    |
|                                    | • |       |           |          |          |           |           |          |            |                    |
|                                    | • |       |           |          |          |           |           |          |            |                    |
|                                    | • |       |           |          |          |           |           |          |            |                    |
| <b>OUTSTANDING COSTING ISSUES</b>  |   |       |           |          |          |           |           |          |            |                    |
|                                    | • |       |           |          |          |           |           |          |            |                    |
|                                    | • |       |           |          |          |           |           |          |            |                    |
| <b>GAFSP CONCEPT PAPER</b>         |   |       |           |          |          |           |           |          |            |                    |
|                                    | • |       |           |          |          |           |           |          |            |                    |
|                                    | • |       |           |          |          |           |           |          |            |                    |
| <b>ANALYSIS NEEDS</b>              |   |       |           |          |          |           |           |          |            |                    |
| <b>Beneficiary Analysis</b>        | • |       |           |          |          |           |           |          |            |                    |

| Activities and Benchmarks                                 |   | Point | Sept 2010 | Nov 2010 | Dec 2010 | Jan. 2011 | Feb. 2011 | Mar 2011 | April 2011 | Follow-on Comments |
|---|---|-------|-----------|----------|----------|-----------|-----------|----------|------------|--------------------|
|   | • |       |           |          |          |           |           |          |            |                    |
| Cost Benefit Analysis                                     | • |       |           |          |          |           |           |          |            |                    |
|   | • |       |           |          |          |           |           |          |            |                    |
| Prioritizing Programs                                     | • |       |           |          |          |           |           |          |            |                    |
|   | • |       |           |          |          |           |           |          |            |                    |
| Alignment with other Agricultural strategies and programs | • |       |           |          |          |           |           |          |            |                    |
| Policy Analysis   | • |       |           |          |          |           |           |          |            |                    |
|   | • |       |           |          |          |           |           |          |            |                    |
| Environmental Assessments as Needed                       | • |       |           |          |          |           |           |          |            |                    |
|   | • |       |           |          |          |           |           |          |            |                    |
| Gender Analysis   | • |       |           |          |          |           |           |          |            |                    |
|   | • |       |           |          |          |           |           |          |            |                    |
| <b>ACCOUNTABILITY</b>                                     |   |       |           |          |          |           |           |          |            |                    |
| Monitoring and Evaluation/Policy Analysis                 | • |       |           |          |          |           |           |          |            |                    |
|   | • |       |           |          |          |           |           |          |            |                    |

| Activities and Benchmarks          |  | Point | Sept<br>2010 | Nov<br>2010 | Dec<br>2010 | Jan.<br>2011 | Feb.<br>2011 | Mar<br>2011 | April<br>2011 | Follow-on<br>Comments |
|------------------------------------|--|-------|--------------|-------------|-------------|--------------|--------------|-------------|---------------|-----------------------|
| <b>IMPLEMENTATION ARRANGEMENTS</b> |  |       |              |             |             |              |              |             |               |                       |
| <b>GAFSP</b>                       | <ul style="list-style-type: none"> <li>•</li> <li>•</li> </ul> |       |              |             |             |              |              |             |               |                       |
| <b>Implementation Needs</b>        | <ul style="list-style-type: none"> <li>•</li> <li>•</li> </ul> |       |              |             |             |              |              |             |               |                       |