



**CAADP Post Compact Review**  
**THE GAMBIA**  
**Preliminary Comments**

**Dakar**  
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## **CAADP Technical Review Panel**

### **Key comments for the Gambia**

Dakar, June 2010

This document reports technical comments of the Comprehensive Africa Agricultural Programme (CAADP) Post-compact Independent Technical Review of Gambia's National Agriculture Investment Plan (GNAIP). The purpose of the review is to enhance the quality of agricultural development and increase effectiveness of domestic and foreign development assistance for agricultural growth, food security and reduction of hunger and poverty. 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 countries CAADP compact and reflected in the GNAIP.

As part of the broader CAADP agenda, the Economic Community of West African States (ECOWAS) developed an Agricultural Policy (ECOWAP), which was later adopted as a regional Compact for the Regional Economic Community. The process developing the regional policy involved all stakeholders in the region to embrace the principle of inclusiveness in the development process. To translate this policy into action to implement CAADP in West Africa, strategies have been developed that lay the foundation for a regional investment plan and national agriculture and food security investment plans to implement the strategy.

CAADP represents a social transformation agenda with wide-reaching influence on development aid architecture and development planning. CAADP seeks to support African governments prepare quality strategies and investment plans, ensure enabling policy environments to implement the plans, and translate these plans into programmes that are efficient at stimulating growth and reducing poverty. The post compact technical review is a critical step in the operational implementation of the country compacts and investment plans.

The statement of the Technical Review Panel'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 component by component benchmark outcomes and time bound indicators. This would make assessing performance of the Plan and Compact difficult.

#### Recommendations:

- A. As part of the inclusive process to develop the GNAIP, it is necessary to review the country's national agriculture development objectives also in view of emerging evidence and lessons. The country's national development blue print, the Vision 2020 and the Agriculture and Natural Resources Policy provides the broader context for this exercise;
- B. 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;
- C. 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;
- D. 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 to realize collaborative within and across state and non-state institutions;
- E. The plan should include an approach to stimulate and provide for private sector engagement and responsibilities in implementation of the Plan; and
- F. There is need to define mechanisms for enhanced and mutual interaction and collaboration with development partners and other multinational organizations; and
- G. 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.

#### **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.

### **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 post-harvest. 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;
- C. Measures for improving public-private partnerships (PPP) should be explicitly stated;
- D. Strategies for improving investment in trade infrastructure, collection, management and dissemination of market information should be given due emphasis; and
- E. 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.

#### **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.

### **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

This report documents the findings of the AUC/NEPAD review of Gambia's Agriculture Sector Investment Plan (GNAIP), focussing 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 provides the road map towards achieving the vision for the agricultural sector. The Gambia's Agriculture Sector Investment Plan is a comprehensive medium-term strategic plan, which outlines and activities necessary 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:

- (i) Development of Agricultural chains and market promotion
- (ii) Improvement of water management
- (iii) Prevention and management of food crises and other natural disasters
- (iv) Improved management of the other shared resources
- (v) Sustainable farm development
- (vi) Institutional capacity building for the implementation of the RAIP

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 sustainable ways. 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:

- (i) Inter-Ministerial formulation of inter-sectoral strategies and investment plans that are country-driven and country-owned
- (ii) The private sector, civil society, and farmers' organizations in identifying the priorities for agriculture-driven growth
- (iii) 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
- (iv) Development Partners and Bilateral Agencies in common dialogue and planning.

Today CAADP represents a social transformation 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 and monitoring and evaluation systems; independent political, technical and financial review of investment plans; peer review; and capacity development.

CAADP is gaining momentum, creating positive peer pressure among African governments to prepare quality strategies, translated into investment plans; ensure enabling policy environments to implement the plans; and translate these plans into programmes that are efficient at stimulating growth and reducing poverty. As a result of a process involving all stakeholders in the region, the Economic Community of West African States (ECOWAS) developed an Agricultural Policy (ECOWAP) as the means of implementing CAADP in West Africa. The ECOWAP was adopted on 19<sup>th</sup> January 2005 in Accra by the Heads of State and governments of the region. The ECOWAP is based on a vision to build "a modern and sustainable agriculture, founded on effective and efficient family farms and the promotion of agricultural enterprises through private sector involvement. It aims at ensuring that agriculture is not only productive and competitive within markets in the Community

and internationally, but also guarantees food security and serves as a source of decent income for its operators".

ECOWAS's Regional Agricultural Investment Programme (RAIPs) and National Agricultural Investment Programmes (NAIPs) focus on six thematic areas that combine three ECOWAP thematic areas and the four CAADP Pillars:

- (i) improved water management;
- (ii) sustainable farm development;
- (iii) improved management of the other natural resources;
- (iv) development of agricultural chains and market promotion;
- (v) institution building; and
- (vi) reduction of food insecurity.

The outcomes of these plans have been validated and the modalities governing their implementation are contained in the Compact among technical and financial partners, civil society stakeholders and socio-professional farmers' organizations signed at national conferences on the financing of agriculture.

This report documents the findings of the AUC-NEPAD review of Gambia's National Agriculture and Food Security Investment Plan (NAIP). 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 of the Gambian Government of putting in place a comprehensive plan to respond to hunger and poverty in the context of CAADP. The review proposes areas for strengthening of the NAIP so as to contribute more strongly to attaining the CAADP goals. The core questions asked in reviewing the plan are found in the CAADP Implementation Guide, Post Compact review Guide, and Inter-pillar guide for CAADP implementation that is informed by the more detailed Pillar Frameworks and Companion Document on Livestock, Fisheries and Forestry, among others.

## **2. Review Context**

ECOWAS and its member countries have taken a strong leadership role in advancing the Comprehensive Africa Agriculture Development Program (CAADP), an initiative of the New Partnership for Africa's Development (NEPAD), which is a program of the African Union. Twelve of the fifteen ECOWAS member states, plus the ECOWAS regional economic community itself, have signed their compacts. Through these compacts, member States commit to scale up and work towards attaining or surpassing 10% of their national budget for agricultural development to establish an enabling environment to attain a minimum of 6% annual agricultural sector growth and reduce hunger and poverty.

Following the signing of their strategies, countries have developed their CAADP country investment plans. The investment plans then undergo technical review led by the African Union Commission, the NEPAD Planning and Coordinating Agency (NPCA), REC and CAADP Pillar Institutions. This post-compact technical review is a critical step in the operational implementation of the country strategies and investment plans. The primary objective is collectively to 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 to increase efficiency;
- (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;
- (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; and
- (ix) extent and quality of dialogue, (peer) review and mutual accountability system potential to contribute and link to regional integration objectives.

The purpose of the technical review is to enhance the quality of agricultural development and increase effectiveness of domestic and foreign development assistance for agricultural growth, food security and reduction of hunger and poverty. Rather, it is 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 should be seen and approached as an exercise to lay the groundwork for successful implementation of the strategy approved at the compact roundtable and reflected in the compact and NAIP.

As key outcomes of the Business Meeting, there should be clear 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.

Once reviewed and adjusted, the investment plans 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 are gaps, to help identify these in order to ensure full alignment.

*Tool: CAADP Implementation Guide*

**Component 2** looks at the consistency of the investment 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 to 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 designing 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. AUC/NEPAD Preliminary Review of the Gambia Agricultural Investment Plan**

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

#### **C1.1 Alignment with CAADP vision, principles and strategy**

The Gambia National Agriculture Investment Plan (GNAIP) has paid particular attention to issues of inclusiveness and strengthening of systems for local ownership and leadership. This is evident both in the process for the preparation of GNAIP, and in the proposed on financing and implementation modalities.

The national priorities and programs identified are consistent with ECOWAP and CAADP thrust on food security, poverty alleviation and overall socio-economic growth including attention to the MDGs. GNAIP has identified the key issues to be addressed through a comprehensive approach that also addresses capacity issues and policy constraints. A clear Monitoring and Evaluation (M&E) approach is set out, but it is important to systematically ensure monitoring of core CAADP principles and values such as transparency, accountability, evidence-based planning and decision making. The M&E related capacity building component could be elaborated to include practical support to enhance peer review, mutual accountability and empowerment of local communities and civil society to play their role in collective responsibility and mutual accountability.

The GNAIP proposes six CAADP-aligned programs:

- (i) Improvement of water management
- (ii) Improved management the other shared resources (rangeland, forest, fisheries, parks and wildlife)
- (iii) Development of agricultural chains and market promotion
- (iv) Prevention and management of food crisis and other natural disasters
- (v) Sustainable farm development
- (vi) Institutional capacity building.

The Plan sets out “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”. It describes the opportunities and challenges of the agricultural sector in a very elaborate manner and sets key performance indicators. These targets include an increase in agriculture sector growth from its current estimated 26% to 60% per annum by 2015 to enhance the incomes and food security producers. However, the roles and responsibilities of partners is not well defined.

The Plan sets out a comprehensive programme and calls for commercialization of agriculture and the natural resource sector, linking small and medium producers to improved technologies and markets, among other strategies. Since 2000, The Gambia has 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. Irrigation could increase the production of rice and other

cereal grains.

**Recommendations:**

- a) Priority programmes need to be clearly identified.
- b) Targets related to MDG1 need to be established. The Gambia should work closely with ReSAKSS to explore the potential for growth and analysis of historical trends to predict growth and poverty reduction potentials.
- c) Elaboration of the budgetary allocation to agriculture and how this will be provided is required.
- d) The Plan needs to spell out clearly how the other productive and related sectors can link into funding, implementation and monitoring programs.

**C1.2 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.

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.

The GNAIP calls for "active private sector participation" in the implementation of the economic growth and poverty reduction strategies. The plan 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 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.

The Plan prescribes that Donor Working Group Coordination will be entrusted with 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 details 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:**

- a) The Plan should include a matrix outlining all sectors involved in the different programs, key organizations and expected outputs.
- a) 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
- b) 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.

## **Component 2: Consistency with long terms growth and poverty reduction options**

### **C2.1 Agriculture within the economy**

Agriculture provides the second highest proportion 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. 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 rapid urbanization, the toll of the poor create a paradigm shift from dependence on agriculture to unemployment and other unreliable sources of livelihoods, increasing food insecurity and frustrating poverty reduction efforts. This calls for major agricultural reform aligned with the NEPAD-CAADP principles. The GNAIP, therefore, reinforces 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 fulfill 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.

### **C2.2 Consistency with long term growth and poverty reduction goals**

The overall objective of the GNAIP 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. The program will facilitate and strengthen the productive capacities of small and medium scale farmers to create enabling environment to promote large scale farming and development of agribusiness, and facilitate access to markets and value addition for a selected range of commodities such as rice, livestock, groundnuts, millet, sesame, cashew, fish and horticulture. A key performance indicator is an increase in agriculture sector growth from its current estimated 30% to 60% per annum by 2015 to enhance the incomes and food security status of the producers (NEPAD-CAADP, 2009).

**Recommendation:**

- a) Further analysis in this area is required. The Gambia needs to work closely with ReSAKSS to provide this analysis, which is an essential requirement for a full technical review of the investment programme.

### **C2.3 Effectiveness of existing programs**

The GNAIP document contains a detailed review of The Gambia's efforts for agricultural development. The food security program in The Gambia 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 does not 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 existing programs leads to valuable lessons learnt that can inform refinement of the plan.

### **C2.4 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 to work with ReSAKSS to conduct this analysis.

## **Component 3: Adoption of best practices and inclusion of core program elements**

### **C3.1 Pillar 1: Sustainable Land and Water Management (SLWM)**

#### **C3.1.1 Land Management**

This section is well written, concise and evidence-based. The sustainable land management constraints are well identified and interventions are consistent with Pillar 1 such as agroforestry, conservation land management in order to increased production for food security, poverty reduction and economic growth. The absence of a logical framework does not help the reader to appreciate how the objectives would be achieved through the activities (e.g. Section 5: the objectives and investments do not tally up).

##### **Recommendations:**

- a) Although GNAIP makes reference to development of a logical framework, a comprehensive logical framework is required to align activities with each of the measurable outputs, strategic outcomes and goals.

#### **C3.1.2 Water Management**

This section provides a good understanding of national ground and surface water resources. However, handling of potential conflicts of transboundary issues on water resources is missing in addition to a comprehensive logical framework.

##### **Recommendations:**

- a) The Plan should describe how the Government will make The Gambia River Basin Development organization more effective.

#### **C3.1.3 Land Policy/Administration**

This section appropriately recognizes land tenure insecurity as long-term investment on land development. However, there is a lack of/or weakness on policy on land policy and development; the document does not reflect nor does it have activities on land policy.

##### **Recommendations:**

- a) Describe the activities that will promote land policy and harmony in land use.

#### **C3.1.4 Climate Change**

This section recognizes the impact of climate change and the need of putting in place mitigation and adaptation measures. However, there are no specific activities in the document although some activities such as forestation apply to climate change however there is no clear articulation of dealing with climate change. NAIP does not take advantage of the global compensation initiatives on mitigation and adaptation measures on climate change (carbon credit).

##### **Recommendation:**

- b) The GNAIP preparation team should develop focused activities for mitigating climate change. Specifically, the NAIP (Section 7.2) should take advantage of up-scaling to include/capture climate change activities.

## C3.2 Pillar 2

### C3.2.1 Pillar 2: Raising the competitiveness and seize opportunities in domestic, regional and international markets

The Plan seeks to promote food security and increase incomes through enhanced capacity and output of agricultural commodities, mainly groundnuts, cotton and sesame and fisheries production. Constraints to improved production and trade include:

- ✓ cost of inputs has been a major constraint, e.g. led to the collapse of the poultry, cotton, livestock industries;
- ✓ limited technical capacity in fisheries management;
- ✓ Market access – Sanitary and Phyto-sanitary Standards – especially for exports of groundnuts and fish products to the EU market is a major constraint;
- ✓ Lack of sufficient local market outlets to absorb surplus produce leading to poor price and waste – need to tap in the regional and international market. Program proposes to strengthen regional operator support services and the promotion of intra-regional and international trade
- ✓ Comparative advantage in key products – diversification into potential new products for export
- ✓ Management information systems – Creating a centralized dataset

#### Recommendations:

- a) The Investment Plan needs to include measures and capacity building to enhance trade facilitation; grading and certification services for outputs for local, national and international markets; analysis and dissemination of market information; investments in trade infrastructure to enhance the country's competitiveness; private sector roles and engagement – Public/Private Partnership (PPP); storage – private investments in warehousing; inputs and outputs policy; and policies and programs to address supply constraints.
- b) The GNAIP needs to include infrastructure development programmes for export of competitive products.

### C3.2.2 Pillar 2: Invest in commercial and trade infrastructure to lower cost of supplying domestic, regional and international markets?

The document recognizes that inadequate transport is a major constraint to marketing. The lack of adequate access to energy and other rural infrastructure (water and telecommunication) hamper the development of a strong agro-processing sector. Other commendable elements of the Plan are:

- ✓ Roads to access markets are not covered in the present proposal however work is in progress for the refection of the main East-West road.
- ✓ The development of warehouses and cold storage for the main value chains are to be developed but may be delayed until the required energy supplies are accessible.
- ✓ Alternative, renewable energy sources are being explored.

#### Recommendations:

- a) In strategic areas, the Plan should include activities to support Public Private

Partnerships (or other incentives) to attract private entrepreneurs and investors.

- b) The Plan should include activities that focus on developing support infrastructure (power and water) in key locations/agricultural growth nodes through public private partnerships.

### **C3.2.3 Pillar 2: Develop value chains and access to financial markets**

A market assessment identifying opportunities in local, tourism and export markets informed the development of a market opportunities portfolio. A clear, coherent and comprehensive value chain plan is presented for strategic commodities including: food crops, horticulture, livestock, fisheries, agro-forestry and export crops. The Plan includes provision for inputs, storage/cold storage, commercial infrastructure, marketing, processing and access to credit, supporting enterprise development. The Plan relies heavily on private sector investment.

#### **Recommendations:**

- a) Establishment of a multi stakeholder platform at the regional and/or national level is required to support the direct dialogue between value chain operators and the coherence of the development actions and plans of development in the key strategic sectors.
- b) This should include system to inform entrepreneurs on investment opportunities. This can be done through business fairs (investment and joint venture fairs).
- c) Include an activity focused on the establishment of a network of business incubators in the main agricultural growth nodes.
- d) The capacities of entrepreneurs need also to be strengthened and they would need links with research institutions and technology centers to be more informed on best suitable innovative technologies in food processing, packaging and quality management.
- e) Access to financial services to support Small and Medium Scale enterprises needs to be supported by, for example, guarantee funds.

### **C3.3 Pillar 3**

#### **C3.3.1 Pillar 3: Reducing hunger and poverty**

#### **C3.3.2 Pillar 3: Improving risk management**

The Gambian investment plan addresses the issue of risk management through the establishment of:

- ✓ A National Committee for Disaster Management and Food Crises located in the office of Vice President
- ✓ Community structures such as Village Development Committees and Village Savings and Credit Associations to address organizational and financial challenges among the vulnerable households.
- ✓ A Food Security National Task Team Force that assesses the causes and effects of the food prices on vulnerable producers and communities and proposes mitigation measures
- ✓ Partnerships with agencies, UNDP, ECOWAS and WFP in the disaster risk management

and a food security task teams.

While the investment plan spells out a number of disaster management programs and systems that are already in place, most programmes were established to respond to high food prices. Clearly contingency plans are outlined for emergency preparedness, disaster prevention and control programs.

**Recommendations:**

- a) An extend food security system is necessary to include the CAADP FAFS indicators for measuring and monitoring food security beyond emergency responses and early warning.
- b) Activities that build and strengthen the capacity for food security analysis and measuring and monitoring need to be included.

**C3.3.3 Increased food supply through improved market linkages**

The Gambian plan includes a number of programmes that will increase the supply of food and so lead to greater access to food and price stability. The GNAIP gives priority to developing and strengthening production and marketing potential in key staples such as rice and groundnuts. Rice production has become a major priority in efforts to meet national food production needs as it is grown on all categories of arable land and all regions of the country. The Gambia has employed various rice development strategies to increase its production and productivity, notably pump irrigation, tidal irrigation schemes and partial water control schemes.

The GNAIP also pays particular attention to some cash crops such as cotton that could lead to higher incomes. The supply of these crops has a potential to be increased as GNAIP is serious about the raising productive capacity and harnessing trade opportunities. Significant support has also been given to the livestock and poultry sub-sectors. The Government is taking it upon itself to promote marketing of beef, processing hides and skins and also supports research and development of trypano-tolerant breeds. However, the country has challenges in that it has a low production and productivity levels rendering a country into a situation where food needs are not sufficiently addressed. In overall, GNAIP covers most of the areas of food supply as outlined (options) in the FAFS document.

**Recommendations:**

- a) It is important to programmes that support crops other than rice and groundnuts to increase the variety of crops promoted to increase dietary and livelihood diversity.
- b) While increasing food production and improved marketing may be ways to improve food security for the vulnerable, the Plan needs to clearly spell out how vulnerable people will be targeted in these programmes.

**C3.4 Pillar 4**

**C3.4.1 Improve the performance of agricultural productivity**

Rice and groundnut are the main targeted crops for The Gambia. Three key productivity enhancement activities in the investment plan are the provision of irrigation, introduction of improved varieties, and mechanization for production and post-harvest. These activities will definitely increase productivity. There is sufficient laid out budget to support this, especially for

rice.

**Recommendations:**

- a) Post-harvest losses are very high in Gambia. Capacity development programmes are needed to reduce. Include activities that support post harvest technologies particularly in processing efficiency; train small scale processors to sharpen their skills.
- b) Baseline data on yields in the M&E needs to be included
- c) Over 80% of household grow groundnut and covers 40% of the land providing employment for over 105,260 household. Meanwhile groundnut farmers are among the poorest members in the society with 76% classified as poor. This raises fundamental question bordering on productivity in relation to yields, production and transaction cost as well as market access. Any intervention that does not address productivity of these farmers will prevent the attainment of the investment achievements and production increment based on land expansion will worsen the poverty situation of the farmers. Two major recommendation will be useful: (i) Include activities to support Groundnut issues related to yields/unit area; nematodes; varieties; post-harvest losses; mechanization to reduce production cost, soil improvement measures and quality systems to identify critical control points to reduce the aflatoxins which hinder exports to international market; (ii) include activities to support diversification of groundnut (low value crop) into other legumes or staples which provide food as well as income for the farmers.

**C3.4.2 Increase the scale of agricultural production investment**

- ✓ Significant investment has been is proposed to boost rice production, expand irrigation and mechanization, develop value chains of food crops, horticultural products, agro-forestry products, short-cycle livestock chains and fishery products. These programs cover most of the agricultural sub-sectors in the country. The document also identifies major challenges that affect the food processing sector and mentions specific food processing chains that will be targeted and mentions that government will employ private public partnership approach to address the constraints. Investment to build institutional capacity to support food chains is laudable. In fact the programs outlined for fishery development is realistic and speaks to the challenges.

**Recommendations:**

- a) Include a description on how Government will establish public private partnerships, as well as role and investment expectations of private and public sector.
- b) Include descriptions of key interventions to increase investment in export crops. Targeted export crops should be identified, markets strategies outlined; sound policies put in place; incentive packages for private sector investment reviewed and effort to attract foreign direct investment pursued.
- c) Include a value chain study as an early activity to develop a comprehensive road map of sustainable commercialization of agro-forestry products for poverty reduction, income

generation and food security. Agro-forestry products can bring real income to the farmers. Investment in this sector should include in-situ enrichment of natural stands, sustainable harvesting and post-harvest handling; development of quality systems to ensure market access; introduction of high yielding cultivars such as Hibiscus or Bissap; capacity building for the collectors. The Gambia can also explore serving niche markets such as organic, fair trade and gourmet shops. These markets take smaller volumes yet offer premium prices. The development of agro-forestry products such as baobab drink, bissap drink, and bush tea can be incorporated into the domestic tourism markets.

#### **C3.4.4 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.

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

### **C4.1 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.

#### **C4.2 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.

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.

#### **C4.3 Links to regional agriculture sector development plans**

There is minimal mention of links to 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.

#### **C4.4 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**

#### **C5.1 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.

## **C5.2 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.

## **C5.3 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. c) Strengthening institutional capacity seem necessary

**C5.4 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.

**C5.5 Financial and economic assessment (including cost-benefit analysis) – optional at this stage**

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.

**C5.6 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:

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



## **Annexure 1: CAADP Post-Compact Guide – see attached file**

## **Annexure 2: ECOWAS 's 13 points from Cotonou for investment plans**

NAIPS are to be set out to present:

1. Origins of the investment plan (history)
2. Areas to be covered
3. Detailed description of the programs and how they relate to ECOWAP
4. Overview of the intervention strategy
5. Evaluation of costs and financing
6. Economic and financial analysis
7. Implementation strategy
8. Synergies between programs
9. Implications for regional public programs
10. Safeguard for monitoring
11. Institutional evaluation
12. Monitoring and evaluation
13. Risk assessment

### Annexure 3: Post Review Road Map Template

National Agriculture Investment Plans	Activities and Benchmarks	Point	June 2010	July 2010	August2010	Sept. 2010	Oct. 2010	Nov. 2010	Dec. 2010	Follow-on Comments
<b><u>Component 1: Alignment with CAADP vision, principles and strategy elements</u></b>										
[Identify issue]	<ul style="list-style-type: none"> <li>[bullet out specific actions]</li> </ul>	[list who is responsible]	[insert due dates]							
	<ul style="list-style-type: none"> <li></li> </ul>									
<b><u>Component 2: Consistency with long terms growth and poverty reduction options</u></b>										
	<ul style="list-style-type: none"> <li></li> </ul>									
	<ul style="list-style-type: none"> <li></li> </ul>									
<b><u>Component 3: Adoption of best practices and inclusion of core program elements</u></b>										
	<ul style="list-style-type: none"> <li></li> </ul>									
	<ul style="list-style-type: none"> <li></li> </ul>									
<b><u>Component 4: Alignment with country commitments</u></b>										
	<ul style="list-style-type: none"> <li></li> </ul>									

	•				
	•				
<b>Component 5: Operational realism (including institutional and capacity building)</b>					
	•				
	•				
<b>ACCOUNTABILITY</b>					
<b>Monitoring and Evaluation/Policy Analysis</b>	•				
	•				
<b>IMPLEMENTATION ARRANGEMENTS</b>					
<b>GAFSP (Global Hunger &amp; Food Security Program)</b>	•				
	•				
<b>OUTSTANDING COSTING ISSUES</b>					
<b>Costing of Program areas</b>	•				
	•				
<b>Financing Plan Presentation</b>	•				
	•				
<b>GAFSP CONCEPT PAPER</b>					
<b>Concept Paper Development</b>	•				
	•				
<b>ANALYSIS NEEDS</b>					

<b>Beneficiary Analysis</b>	<ul style="list-style-type: none"> <li>•</li> <li>•</li> </ul>				
<b>Cost Benefit Analysis</b>	<ul style="list-style-type: none"> <li>•</li> <li>•</li> </ul>				
<b>Prioritizing Programs</b>	<ul style="list-style-type: none"> <li>•</li> <li>•</li> </ul>				
<b>Alignment with other Agricultural strategies and programs</b>	<ul style="list-style-type: none"> <li>•</li> </ul>				
<b>Policy Analysis</b>	<ul style="list-style-type: none"> <li>•</li> <li>•</li> </ul>				
<b>Environmental Assessments as Needed</b>	<ul style="list-style-type: none"> <li>•</li> <li>•</li> </ul>				
<b>Gender Analysis</b>	<ul style="list-style-type: none"> <li>•</li> <li>•</li> </ul>				
<b>ACCOUNTABILITY</b>					
<b>Monitoring and Evaluation/Policy Analysis</b>	<ul style="list-style-type: none"> <li>•</li> <li>•</li> </ul>				