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Investir dans les populations rurales

République de Gambie

Programme d'options stratégiques pour le pays

2019-2024

Note à l'intention des représentants au Conseil d'administration

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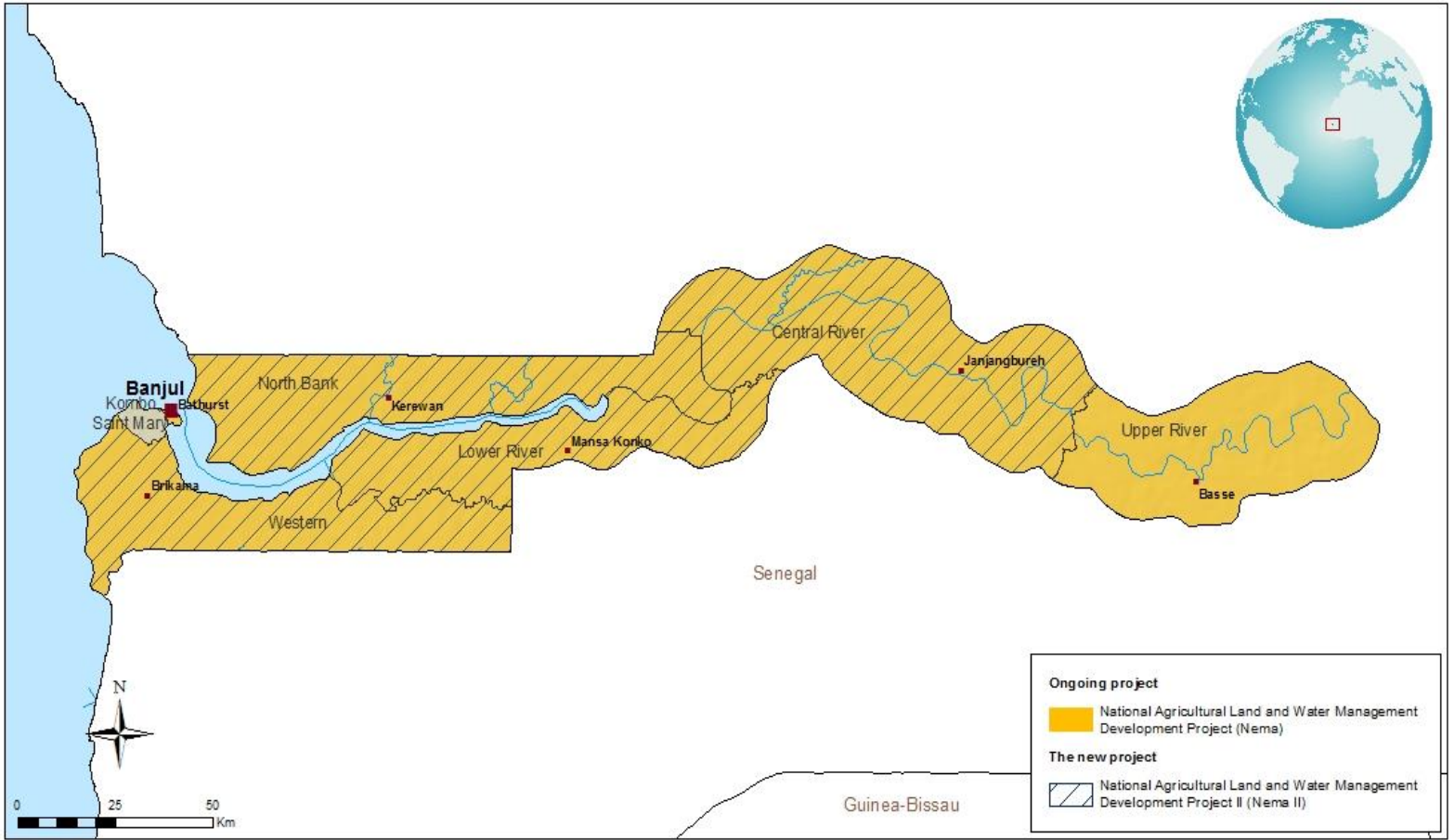
Équipe d'exécution du COSOP

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Sigles et acronymes

COSOP	Programme d'options stratégiques pour le pays
CSST	Coopération Sud-Sud et triangulaire
FAO	Organisation des Nations Unies pour l'alimentation et l'agriculture
NEMA	Projet national de développement de la gestion des terres agricoles et de l'eau
PND	Plan national de développement
S&E	Suivi-évaluation

Carte des zones d'intervention du FIDA dans le pays



Les appellations figurant sur cette carte et sa représentation graphique ne constituent en aucun cas une prise de position du FIDA quant au tracé des frontières ou limites, ou aux autorités de tutelle des territoires considérés.

Source: FIDA – 08/02/2019



Résumé

1. La République de Gambie compte parmi les pays les plus pauvres du monde. Malgré une augmentation notable de l'espérance de vie entre 1990 et 2015, pour l'essentiel, le niveau de pauvreté est resté stable. Ce niveau élevé de pauvreté entraîne une précarité de la sécurité alimentaire, un quart de la population connaissant l'insécurité alimentaire. La Gambie reste extrêmement fragile en raison de son instabilité politique, de sa croissance lente, de son taux d'inégalité élevé, d'un déséquilibre budgétaire insoutenable et des carences de son administration, entre autres.
2. Le nouveau Gouvernement fait face à la situation catastrophique dont il a hérité en formulant des politiques budgétaires responsables et des stratégies sectorielles durables destinées à améliorer le niveau de vie du pays et le bien-être de ses habitants. Ce nouveau départ met l'accent sur le renforcement de la résilience face aux changements climatiques dans toutes les initiatives de développement rural et sur les efforts déployés pour reconstruire les relations politiques et économiques avec le Sénégal. Le programme d'options stratégiques pour le pays (COSOP) propose une transformation agricole fondée sur la résilience face aux changements climatiques, qui va nécessairement de pair avec des changements dans les systèmes d'exploitation agricole et l'organisation des agriculteurs vers une approche orientée vers le marché, et qui s'appuie sur la volonté commune de la Gambie et du Sénégal de se rapprocher en adoptant une stratégie pour optimiser la collaboration des secteurs public et privé dans l'intérêt des deux pays.
3. Le COSOP couvrira la période 2019-2024 et sera étroitement lié au Plan national de développement (PND) 2017-2020. Le PND prévoit une phase de transition vers une économie verte mue par des investissements dans des secteurs de petite et moyenne envergure et qui générera des avantages durables et inclusifs grâce à la participation des jeunes et des femmes, qui sont des acteurs économiques clés. L'utilisation de techniques agricoles intelligentes face aux aléas climatiques est un élément important du PND, tout comme l'utilisation de technologies novatrices visant à accroître la productivité du travail et à réduire les travaux ingrats, en particulier pour les femmes. Le PND souligne qu'il est important d'améliorer les relations avec le Sénégal et d'autres États régionaux et partenaires de développement.
4. Les deux objectifs stratégiques du COSOP sont les suivants: i) accroître la productivité et la résilience des exploitations agricoles familiales grâce à une gestion durable des ressources naturelles et à l'adaptation aux changements climatiques, en mettant l'accent sur les retombées pour les jeunes et les femmes; ii) améliorer les capacités de gestion et l'intégration des organisations et coopératives professionnelles d'agriculteurs, ainsi que l'accès des agriculteurs aux actifs collectifs, aux marchés et aux chaînes de valeur agricoles rentables.
5. Le programme ciblera les petits exploitants familiaux membres d'organisations ou de coopératives agricoles, les jeunes et les femmes. Il sera principalement appliqué dans les chaînes de valeur rizicoles et horticolas, où la grande majorité des agriculteurs sont des femmes; d'autres cultures susceptibles de contribuer à la rentabilité, à la résilience et à l'adaptation de systèmes d'exploitation agricoles diversifiés, et à la sécurité nutritionnelle seront également encouragées. L'approche de développement par bassin versant mise au point par le FIDA sera étendue.
6. Le programme du FIDA pour la période 2019-2024 du COSOP consistera en un seul grand projet. Le programme optimisera l'utilisation des dons provenant de fonds mondiaux pour le climat et l'environnement, tels que le Fonds mondial pour le climat et le Fonds pour l'environnement mondial, et des dons axés sur la concertation sur les politiques et la coopération Sud-Sud et triangulaire visant à renforcer l'impact du projet.

I. Contexte du pays et programme relatif au secteur rural – principales difficultés et perspectives

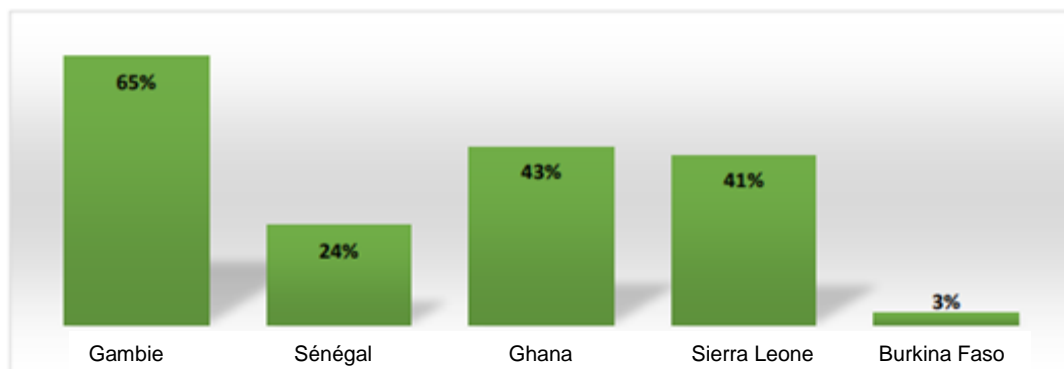
1. La République de Gambie, auparavant extrêmement fragile, devient de plus en plus résiliente face aux chocs, mais de nombreuses difficultés demeurent. L'héritage de l'autoritarisme, la faiblesse des institutions publiques, les capacités limitées de l'administration et la vulnérabilité face aux chocs climatiques sont à l'origine de cette fragilité. Après 22 ans de présidence de Yahya Jammeh, le nouveau gouvernement démocratiquement élu du Président Adama Barrow s'efforce de relever les défis politiques, sociaux et économiques actuels tout en mettant en œuvre des réformes structurelles.
2. Dans ce contexte difficile, le Gouvernement s'attaque aux principaux facteurs de fragilité du pays, à savoir un déficit budgétaire insoutenable, l'incurie de l'administration, les taux élevés de croissance démographique et d'émigration, l'accès limité aux ressources, l'instabilité régionale, les faiblesses structurelles et les chocs auxquels le pays est soumis, comme les changements climatiques et la dégradation environnementale.
3. La pauvreté présente dans le pays est multidimensionnelle, et la croissance économique actuelle ne suffit pas à la réduire. La République de Gambie compte parmi les pays les plus pauvres du monde. Environ 57,2% de la population sont en situation de pauvreté multidimensionnelle, tandis que 21,3% vivent à la limite du seuil de pauvreté multidimensionnelle. Le taux de pauvreté est resté majoritairement stable malgré une augmentation significative de l'espérance de vie entre 1990 et 2015 (la proportion de ménages vivant en dessous du seuil de pauvreté, fixé à 1,25 USD par jour, était de 48,4% en 2010 et de 48,65% en 2015), et le taux de croissance annuel du PIB, estimé à 3,5%, ne suffit pas à réduire sensiblement la pauvreté. Les facteurs à l'origine de cette pauvreté indiquent que la pauvreté rurale et l'insécurité alimentaire sont étroitement liées à une faible productivité, en particulier dans la zone d'agriculture pluviale de la région de Lower River.
4. Le développement rural est essentiel pour une croissance inclusive, la sécurité alimentaire, l'emploi et la réduction de la pauvreté. Le secteur agricole, le plus important du pays, contribue au PIB à hauteur de 33% et emploie environ 70% de la main-d'œuvre. Les possibilités de croissance et d'augmentation des revenus dans ce secteur sont importantes; la production nationale ne couvre qu'environ 50% des besoins alimentaires, et de nombreux petits ménages agricoles ne produisent pas encore d'excédents commercialisables. Le secteur touristique, en pleine croissance, offre également des possibilités de commercialisation aux petits exploitants, tant en Gambie qu'à l'étranger, grâce à l'augmentation du trafic aérien. Les modèles commerciaux intégrés de l'agriculture paysanne (c'est-à-dire les cultures irriguées, l'élevage, l'agroforesterie, la pêche et l'écotourisme) sont essentiels pour renforcer la résilience des communautés rurales tout en créant des emplois ruraux.
5. Cependant, une variété de facteurs interdépendants freinent l'augmentation de la productivité agricole. Parmi ces facteurs, on peut citer: l'inefficacité et les limites des techniques agricoles; l'absence d'emploi rémunéré hors saison et hors exploitation, en particulier pour les jeunes, ce qui favorise l'exode et réduit la main-d'œuvre disponible pendant la saison de production; l'obligation d'une reconnaissance officielle de l'accès aux terres locales et des droits d'utilisation connexes, qui entraîne des disparités entre les sexes; le manque de clarté du système de succession, qui décourage les investissements au niveau de l'exploitation; un taux élevé d'analphabétisme dans les campagnes, qui empêche l'adoption de techniques plus efficaces; les carences des politiques d'aide agricole en cas de catastrophe; le manque de fonds alloués à l'agriculture familiale, ainsi que l'incapacité à fournir avec efficacité des services ruraux essentiels tels que des

conseils en matière de vulgarisation, ou les services de gestion et d'enregistrement foncier.

6. L'émigration à grande échelle risque d'entraîner des problèmes, car elle prive le pays de ses travailleurs ruraux les plus instruits et les plus productifs. On estime que 135 000 Gambiens, soit 7% de la population, la plupart ayant moins de 24 ans, résident actuellement à l'étranger. Comme le montre le graphique ci-après, le taux d'émigration des travailleurs qualifiés est beaucoup plus élevé que dans des pays comparables de la sous-région. Simultanément, l'augmentation des envois de fonds reste une source majeure de résilience sociale, politique et économique, en particulier dans les zones rurales.

Graphique 1

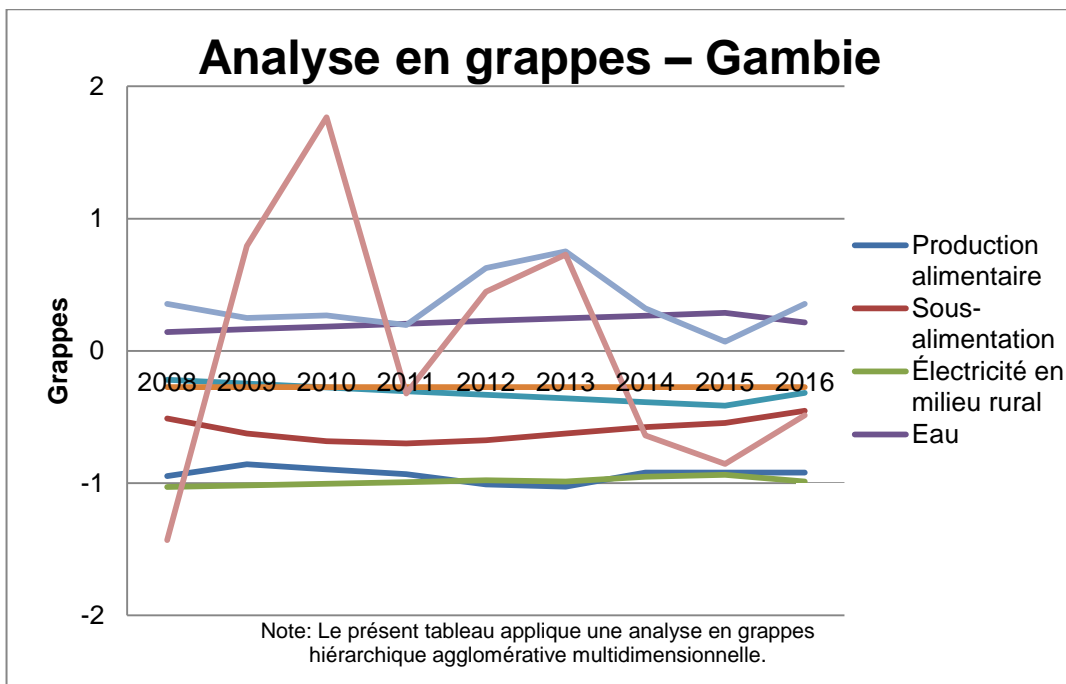
Émigration des travailleurs qualifiés, en Gambie et dans des pays de comparaison



Source: Kebbeh (2013) and Docquier and Marfouk (2006)^{53,64}

7. Il sera particulièrement important de renforcer la résilience face aux changements climatiques et à la dégradation de l'environnement afin de faire face à la fragilité du pays. La Gambie est l'un des pays les plus vulnérables aux effets néfastes des changements climatiques, se classant 146^e sur 181 pays selon l'indice ND-GAIN. En raison de la dépendance du pays à l'égard de l'agriculture pluviale et de l'irrigation par la marée, le secteur agricole est exposé à des chocs climatiques de plus en plus fréquents et à une salinisation croissante des basses terres rizicoles. La sécheresse enregistrée dans le Sahel en 2011 et 2012 a entraîné des pertes massives de récoltes et une contraction du PIB de 4,1% pour la seule année 2011. La croissance rapide de la population intensifie la pression exercée sur l'environnement, et les institutions publiques du pays, peu efficaces, sont incapables d'appliquer des mesures de protection de l'environnement.
8. La Gambie présente un potentiel de croissance, mais elle reste très vulnérable et très fragile. L'analyse en grappes du graphique 2 donne un aperçu de plusieurs dimensions de la tendance du développement en Gambie au cours de la période 2008-2016, et elle révèle un modèle de croissance économique inégal. Le peu de croissance enregistré n'a pas été accompagné d'améliorations dans les autres dimensions essentielles à la réduction de la pauvreté, en particulier dans les zones rurales. Dans les faits, plusieurs indicateurs du développement humain tels que l'accès à l'eau, l'assainissement, la production alimentaire et la sous-alimentation sont restés majoritairement stables. Les données issues de l'évaluation de la performance du secteur rural reflètent la même dynamique.

Graphique 2

Performance de la réduction de la pauvreté rurale (principales variables)

9. Compte tenu de cette évaluation, on peut considérer que le scénario de base est la tendance la plus probable pour la durée du COSOP (voir l'appendice II). Il prévoit que la croissance réelle du PIB atteindra 5,4% en 2019 et ralentira au cours des trois années suivantes, pour atteindre 4,8% en 2022. Pour maintenir ces taux de croissance, des efforts continus seront nécessaires pour relever les défis de développement interdépendants qui persistent.

II. Cadre institutionnel et de l'action publique

10. La stratégie nationale à moyen terme est étayée par le Plan national de développement (PND) 2017-2020. Celui-ci prévoit une phase de transition vers une économie verte mue par des investissements du secteur privé de petite et moyenne envergure et qui générera des avantages durables et inclusifs grâce à la participation des jeunes et des femmes, acteurs économiques clés. Ce plan témoigne d'une volonté claire d'améliorer les relations avec le Sénégal, les États de la région et les partenaires de développement. L'accent sera mis sur les techniques agricoles climatiquement rationnelles, notamment l'utilisation de semences améliorées à cycle court résistantes à la sécheresse et à l'eau salée, la gestion et la collecte de l'eau, la gestion intégrée de la fertilité des sols et l'exploitation de l'énergie solaire. L'introduction de technologies et d'équipements appropriés et novateurs pour la production et les activités après récolte augmentera la productivité du travail et réduira les tâches pénibles, en particulier pour les agricultrices qui supportent la majeure partie du fardeau de la production de riz et de légumes. Trois priorités sous-sectorielles agricoles ont été définies: le riz, l'horticulture et l'élevage.
11. La Politique nationale de la Gambie concernant l'égalité des sexes (2010-2020) et la Politique nationale relative à la jeunesse (2009-2018) visent à accroître l'inclusion et à promouvoir l'accès aux ressources, à la formation et à l'autonomisation. Le Gouvernement gambien s'est engagé à "ne laisser aucun jeune de côté". L'objectif est d'assurer aux jeunes des moyens d'existence durables grâce au développement des compétences et à un travail décent. En ce qui concerne l'autonomisation des femmes, le Gouvernement renforcera l'intégration et le renforcement des capacités des femmes chefs d'entreprise, créera un fonds pour améliorer l'accès des femmes aux moyens de financement, mettra en place des

réformes législatives, plaidera pour une représentation et une participation accrues des femmes aux décisions, et fera la promotion des programmes en faveur de l'égalité femmes-hommes visant à réduire les violences.

12. La Gambie a signé l'Accord de Paris sur le climat et rend compte de ses contributions déterminées au niveau national. Elle s'est engagée à réduire ses émissions de gaz à effet de serre (à l'exclusion du secteur consacré à l'utilisation des terres, au changement d'affectation des terres et à la foresterie) à hauteur de 1,4 tonne d'équivalent de dioxyde de carbone (CO₂) d'ici à 2025 par rapport au statu quo. Le pays propose de réduire ses émissions de 0,08 tonne d'équivalent de dioxyde de carbone d'ici à 2025 (soit 2,4%) en deçà du statu quo, sans conditions, et de réduire ses émissions de 44% d'ici à 2025, par rapport au niveau prévu dans l'hypothèse de politiques inchangées, et de 45% d'ici à 2030. Ces cibles excluent l'utilisation des terres et la foresterie.
13. Conscient de la faiblesse des institutions nationales et du rôle crucial que jouera l'aide internationale dans la mise en œuvre du PND, le Gouvernement a créé, sous la tutelle du Ministère de l'économie et des finances, un département chargé de la coordination de l'aide et des partenariats publics et privés. Ce département travaille en étroite collaboration avec d'autres ministères pour réglementer, coordonner, surveiller et/ou gérer l'acheminement de l'aide et des investissements privés, et sert d'interlocuteur aux donateurs. Divers groupes de travail thématiques ont été créés pour promouvoir le programme de développement au niveau sectoriel et thématique, et accélérer les réformes institutionnelles et la mise en œuvre du PND et du plan relatif au secteur agricole.

III. Engagement du FIDA: bilan de l'expérience

14. Depuis 1982, le FIDA a financé 10 projets de développement rural en Gambie, dont un est actuellement en cours d'exécution. Il continue d'être un acteur clé qui met l'accent sur les zones les plus reculées et les plus marginalisées, et accorde une attention particulière aux femmes et aux jeunes. Les projets financés par le FIDA concernent principalement des interventions locales et des interventions de développement rural intégré. L'accent a été mis sur la production agricole, la gestion de l'eau et les infrastructures collectives dans le cadre des projets suivants: le Programme de développement agricole des basses terres; le Projet de gestion intégrée participative des bassins versants; le Projet de développement de l'élevage et de l'horticulture; le Projet de finance rurale et le Projet national de développement de la gestion des terres agricoles et de l'eau (NEMA), qui est en cours d'exécution. Au fil du temps, l'aide s'est progressivement orientée vers les possibilités d'amélioration des revenus et de la résilience face aux changements climatiques, tout en mettant l'accent sur un meilleur accès aux marchés et sur le développement des chaînes de valeur.
15. Le risque inhérent à la gestion financière en Gambie est jugé élevé. Afin d'atténuer ce risque, le FIDA a recours, dans ses projets, à des mécanismes de gestion financière autonomes ainsi qu'à des systèmes nationaux de gestion financière qui satisfont aux exigences minimales du Fonds. Ces mesures d'atténuation ont permis de donner une notation moyenne pour l'évaluation du risque dans la gestion financière des projets. La qualité du travail de la Cour des comptes nationale a été jugée globalement satisfaisante. Le taux global de décaissement a été jugé moyennement satisfaisant, principalement en raison de la lenteur de l'exécution et de la lourdeur des procédures de passation des marchés.

16. Les principaux enseignements et conclusions tirés de l'expérience du FIDA et d'autres entités sont les suivants:
- **Pour que les bénéficiaires s'approprient un projet, il faut qu'ils participent activement à la planification, à la mise en œuvre et au suivi des activités financées par ledit projet.** Il ressort de l'évaluation du programme de pays que les bénéficiaires n'ont pas été suffisamment consultés lors de la planification, de l'exécution et du suivi des projets. Cela s'est traduit par un manque d'adhésion et d'appropriation de la part des bénéficiaires et par un maintien et une durabilité médiocres des investissements financés par les projets.
 - **Le ciblage doit être le résultat d'une analyse approfondie et permettre d'offrir des services précis adaptés aux besoins de ces bénéficiaires.** Bien que la plupart des projets aient bénéficié à un grand nombre de femmes et de jeunes, cela s'est souvent produit par défaut.
 - **Les nouvelles technologies, les systèmes d'exploitation agricoles modernes, les compétences, les savoirs et les débouchés commerciaux sont essentiels pour attirer les jeunes vers l'agriculture.** Les fausses idées, impressions et perceptions concernant le travail agricole ont limité le nombre de jeunes qui choisissent de faire carrière dans ce secteur.
 - **Le choix des technologies doit être adapté aux conditions d'exploitation et aux capacités techniques et financières des bénéficiaires.** Les investissements du FIDA devraient cibler des équipements moins coûteux et plus faciles à entretenir, qui seraient mieux adaptés aux besoins et aux capacités des groupes cibles et augmenteraient considérablement les chances de durabilité.
 - **Les associations et coopératives d'agriculteurs et de producteurs doivent renforcer leurs capacités en matière de gestion** afin d'offrir de meilleurs services à leurs membres et de maintenir leur soutien sans dépendre de l'aide publique.

IV. Stratégie de pays

A. Avantage comparatif

17. L'avantage comparatif du FIDA découle de: i) son savoir-faire reconnu en matière de développement coopératif rural; ii) son expérience de gestion de projets dans les pays en situation de fragilité; iii) ses approches novatrices, notamment en ce qui concerne les chaînes de valeur inclusives et résilientes. Les activités financées par le FIDA pour la période couverte par le COSOP tireront parti de cet avantage comparatif à la fois dans la manière de gérer l'exécution des projets et dans l'approche adoptée pour le renforcement des capacités dans les filières.

B. Groupe cible et stratégie de ciblage

18. Le présent COSOP appliquera une stratégie de ciblage fondée sur des données et une cartographie relatives à la pauvreté issues d'enquêtes intégrées menées auprès des ménages par l'administration, affinée par groupes de discussion, et conforme aux deux objectifs stratégiques. Le programme du FIDA sera principalement appliqué dans quatre régions: North Bank, Lower River et Central River, où la pauvreté est la plus élevée, mais aussi où les possibilités d'améliorer la productivité de la riziculture irriguée par l'action de la marée sont les meilleures, et la région de West Coast, où il existe d'importants débouchés commerciaux permettant de générer des revenus pour les femmes et les jeunes travaillant dans la filière horticole. Dans les zones géographiques correspondant aux priorités du gouvernement en matière de chaînes de valeur et aux impératifs en matière de résilience face aux changements climatiques, le programme du FIDA ciblera les

femmes et les jeunes, en particulier dans les communautés où les niveaux de pauvreté sont élevés.

C. Finalité et objectifs stratégiques

19. L'objectif du COSOP est de contribuer à réduire la pauvreté, l'insécurité alimentaire, la vulnérabilité et le chômage des jeunes dans les communautés rurales. Une attention particulière sera accordée aux aspects des activités du FIDA relatifs à l'égalité des sexes, à la nutrition et aux changements climatiques, conformément aux priorités de la Onzième reconstitution des ressources du FIDA (FIDA11). Par l'intermédiaire de la Division environnement, climat, égalité femmes-hommes et inclusion sociale (ECG), y compris du personnel décentralisé, le FIDA fournira aux équipes de pays un appui technique et des conseils sur l'élaboration des politiques pour concevoir et exécuter des projets de qualité, en tirant parti des connaissances du réseau mondial du FIDA.

20. Le COSOP présente les objectifs stratégiques (OS) suivants:

OS 1: accroître la productivité et la résilience des exploitations agricoles familiales grâce à une gestion durable des ressources naturelles et à l'adaptation aux changements climatiques, en mettant l'accent sur les retombées pour les jeunes et les femmes.

- Les principaux résultats attendus sont l'adoption de pratiques agricoles climatiquement rationnelles et de modèles d'activités de gestion intégrée des risques climatiques, y compris en ce qui concerne la mobilisation des eaux fluviales, qui permettront une augmentation durable des rendements et de la résilience face aux changements climatiques, ainsi qu'une plus grande sécurité alimentaire, une meilleure nutrition et la création d'emplois pour les jeunes.

OS 2: améliorer les capacités de gestion et l'intégration des organisations et coopératives professionnelles d'agriculteurs, ainsi que l'accès des agriculteurs aux actifs collectifs, aux marchés et aux chaînes de valeur agricoles rentables.

- Les coopératives et les groupements d'agriculteurs devraient ainsi être mieux organisés et dotés de compétences renforcées leur permettant d'entretenir les infrastructures et équipements productifs, ce qui se traduirait par des rendements plus élevés, des produits de meilleure qualité et une diminution des pertes après récolte. Ils seront ainsi mieux à même d'accéder à des marchés rémunérateurs grâce à des liens plus étroits avec les acteurs en amont et en aval de la filière. Des jeunes et des femmes formés dans des domaines liés à l'économie verte et à la modernisation, et dotés de compétences en matière de développement d'entreprises et d'un soutien financier tireront parti de ces nouvelles possibilités.

21. Ces objectifs stratégiques s'inscrivent dans le prolongement des opérations précédentes du FIDA en Gambie et répondent aux priorités nationales fixées par le Gouvernement. Tels que présentés dans la théorie du changement, ils correspondent à la volonté de lutter contre une pauvreté rurale marquée, les effets des changements climatiques qui sont de plus en plus sensibles et les inégalités économiques et sociales auxquelles se heurtent les femmes et les jeunes ruraux.

22. Le COSOP abordera les quatre grandes thématiques de FIDA11, principalement au moyen des mécanismes suivants:

- En ce qui concerne la problématique femmes-hommes, les principaux problèmes auxquels font face les agricultrices sont la pénibilité du travail dans les champs, le manque de temps disponible, les contraintes des droits fonciers, le manque d'autonomie et l'analphabétisme. Le programme du FIDA s'attaquera à la pénibilité du travail et au manque de temps en introduisant des technologies économes en main-d'œuvre et en améliorant l'accès aux

marais rizicoles. Les droits fonciers des femmes seront abordés dans le cadre d'une concertation sur les politiques menée avec le Gouvernement. L'autonomisation et le taux d'alphabétisation seront améliorés grâce au renforcement des capacités des groupes de femmes et à la reproduction à plus grande échelle des programmes d'alphabétisation lancés dans le cadre du NEMA.

- En ce qui concerne les jeunes, le COSOP soutiendra la création d'emplois en offrant aux groupes de jeunes des formations professionnelles, un accompagnement durable, l'apprentissage du calcul, des formations en développement d'entreprises et un soutien financier. Les ménages vulnérables identifiés par les associations villageoises *kafo*¹ bénéficieront d'un soutien financier et d'un dispositif de mentorat devant leur permettre de participer activement à la vie de leur communauté.
- La sécurité alimentaire et la nutrition seront assurées grâce à l'augmentation de la productivité agricole (riz, légumes), à une meilleure disponibilité des fruits et légumes dans les ménages, à l'inclusion de cours sur le thème de la nutrition dans les stages pratiques pour les agriculteurs, et à la promotion du maïs enrichi en vitamines et de la patate douce à chair orange.
- Les changements climatiques représentent la principale difficulté à laquelle la Gambie devra faire face dans les décennies à venir. À ce titre, cette problématique est intégrée dans toutes les interventions du FIDA.

D. Éventail des interventions du FIDA

23. **Prêts et dons.** Le COSOP comprendra un seul projet de six ans, financé dans le cadre des cycles de financement de FIDA11 et FIDA12. Le FIDA utilisera deux dons régionaux existants pour appuyer la mise en œuvre des projets: celui concernant l'Adaptation de l'irrigation à petite échelle aux changements climatiques en Afrique de l'Ouest et du Centre, mis en œuvre par l'Organisation des Nations Unies pour l'alimentation et l'agriculture (FAO), et celui lié au Renforcement des capacités et des outils visant à intensifier et diffuser les innovations, mis en œuvre par la Société de formation régionale au développement rural (PROCASUR). Le programme "Farmers Organizations for Agreement at Completion Point Countries" continuera d'être soutenu par le Réseau des organisations paysannes et de producteurs de l'Afrique de l'Ouest (ROPPA), l'Organisation nationale de coordination des associations paysannes de Gambie (NACOFAG), et les établissements scolaires pour jeunes et pour femmes. En outre, un don visant à améliorer la résilience de l'agriculture face à la salinisation et aux changements climatiques par le développement et la promotion de technologies et de stratégies de gestion favorables aux pauvres est en cours d'élaboration. S'il est approuvé, ce don jouera un rôle important dans la mise en œuvre du nouveau projet du FIDA.
24. Des possibilités permettant de bénéficier du Fonds d'investissement pour l'entrepreneuriat agricole (Fonds ABC) seront également recherchées. Le secteur privé gambien est dynamique et le nouveau Gouvernement cherche à encourager les investissements directs locaux et étrangers.
25. **Contribution à l'élaboration des politiques au niveau national.** L'élaboration des politiques du FIDA sera axée sur: i) des réformes visant à soutenir la mise en place et l'opérationnalisation de plateformes pour la chaîne de valeur agricole; ii) l'accès aux actifs productifs (terre et eau), en particulier pour les jeunes et les femmes; iii) la promotion des flux de transfert de fonds dans les petites exploitations agricoles. Le FIDA jouera également un rôle de premier plan dans la création d'un groupe de travail sur le secteur agricole, présidé par le Ministre de

¹ Groupes villageois traditionnels gérés collectivement.

l'agriculture, et il contribuera à l'analyse des questions relatives aux politiques, en s'appuyant sur les résultats de l'évaluation de la performance du secteur rural. Le programme de pays du FIDA devrait également financer une analyse des politiques et un soutien à la formulation de politiques nationales et sectorielles sur le lien entre agriculture et tourisme.

26. **Renforcement des capacités.** Le renforcement des capacités visera essentiellement à: i) renforcer la capacité de l'Institut national de recherche agricole de mener des recherches appliquées pertinentes et de renforcer les capacités du Secrétariat national des semences; ii) améliorer la capacité du personnel de vulgarisation de première ligne à fournir des conseils agronomiques judicieux sur les pratiques agricoles résilientes face aux changements climatiques, conformément à la politique récemment approuvée en la matière; iii) aider les organisations paysannes à devenir des acteurs dynamiques de la filière; iv) permettre aux jeunes de développer des compétences professionnalisantes afin de trouver un travail productif. Pour ce faire, le programme de pays optimisera les possibilités de collaboration avec les acteurs publics et privés sénégalais. L'intégration de l'apprentissage entre pairs sera une caractéristique importante des programmes de pays du FIDA au Sénégal et en Gambie. Dans le cadre de l'initiative AVANTI, une évaluation des besoins en capacités sera réalisée pour définir l'appui institutionnel approprié.
27. **Gestion des savoirs.** Conformément à la stratégie de gestion des savoirs du FIDA, le projet élaborera un plan concernant la création de nouveaux savoirs ou la mise en commun des savoirs déjà existants au FIDA ou de ceux d'autres partenaires de développement tels que le Groupe consultatif pour la recherche agricole internationale. Le FIDA appuiera également la création de groupes thématiques sur la gestion des savoirs. Sur le terrain, les plateformes d'interaction entre filières mises en place dans le cadre du NEMA seront développées à plus grande échelle, et les savoirs réunis seront partagés avec les autres parties prenantes. Le programme de pays continuera activement de rassembler les innovations obtenues grâce à d'autres programmes d'investissement et dons du FIDA, et il renforcera le partage des savoirs avec d'autres ministères et projets par le biais de missions conjointes sur le terrain, de la planification de programmes et d'échanges réguliers.
28. **Coopération Sud-Sud et triangulaire (CSST).** La CSST est une caractéristique importante du présent COSOP. L'OS 1 mobilisera la CSST en développant la collaboration entre le Centre du riz pour l'Afrique, l'Institut sénégalais de recherche agricole et l'Institut national de recherche agricole grâce à des efforts de recherche conjoints, des formations et des visites d'échange. Le renforcement de la coopération entre les Ministères de l'agriculture gambien et sénégalais en ce qui concerne les systèmes d'approvisionnement en semences et l'utilisation de technologies de production et de technologies après récolte appropriées consolidera la capacité des deux pays d'améliorer la productivité du travail. De fréquentes visites d'échange entre les bénéficiaires de projets sénégalais et gambiens offriront des possibilités d'apprentissage entre pairs. En ce qui concerne l'OS 2, des visites d'échange axées sur la défense des intérêts des agriculteurs et leur organisation, le développement d'entreprises coopératives, les systèmes de récépissés d'entrepôt et l'expérience des stages pratiques pour agriculteurs profiteront aux parties prenantes des deux pays. Afin d'améliorer la qualité et l'efficacité des travaux de construction en milieu rural et de renforcer les capacités des entités privées gambiennes, la coopération entre des entreprises de construction internationales expérimentées installées au Sénégal et des entrepreneurs locaux sera encouragée.

V. Innovations et reproduction à plus grande échelle pour des résultats durables

29. **Innovations.** Le programme du FIDA aura recours à des innovations qui auront un effet direct et immédiat sur les bénéficiaires des projets. On peut par exemple citer les innovations suivantes: des machines de repiquage et de battage du riz, la technologie d'introduction de l'urée pour améliorer l'efficacité des engrais, des installations locales de stockage d'oignons (qui ont quadruplé les revenus des producteurs au Burkina Faso), des chambres froides à énergie nulle pour le stockage des légumes, et des pompes à eau et des chambres froides fonctionnant à l'énergie solaire.
30. **Reproduction à plus grande échelle.** Une fois que les innovations auront été mises à l'essai et qu'elles mériteront d'être reproduites à plus grande échelle, le programme commencera par promouvoir l'innovation par des moyens appropriés (parcelles de démonstration, présentations sur les marchés hebdomadaires, foires commerciales et foires d'innovation), puis mobilisera le personnel s'occupant de la gestion des savoirs et de la communication, les organisations paysannes et les plateformes d'interaction dans la chaîne de valeur agricole pour stimuler la demande. Le FIDA s'appuiera sur les partenariats stratégiques qu'il a noués avec les pouvoirs publics, les donateurs et les opérateurs du secteur privé concernés pour cofinancer la reproduction à plus grande échelle des innovations essentielles.

VI. Exécution du COSOP

A. Enveloppe financière et cibles de cofinancement

31. L'enveloppe financière prévue pour le programme est d'environ 20 millions d'USD pour la période 2019-2021, des allocations identiques étant prévues pour les trois années suivantes. Avec l'amélioration des performances, l'enveloppe devrait augmenter. Ce financement sera assuré comme suit: 50% sous forme de prêts à des conditions particulièrement favorables, et 50% sous forme de dons au titre du Cadre pour la soutenabilité de la dette. Parmi les sources potentielles de cofinancement figurent les fonds pour l'environnement (par exemple le Fonds pour l'environnement mondial [FEM] et le Fonds vert pour le climat); 5,3 millions d'USD sont déjà garantis par le cycle FEM-7, et environ 50 millions d'USD provenant du Fonds vert pour le climat seront mobilisés pendant les deux cycles de financement du FIDA. Celui-ci continuera de cibler les partenaires clés travaillant avec les chaînes de valeur agricoles, tels que la Banque mondiale, la Banque africaine de développement et la Banque islamique de développement, afin de trouver des possibilités de cofinancement supplémentaires.

Tableau 1
Projets en cours ou prévus: financements du FIDA et cofinancements
 (en millions d'USD)

Projet	Financement du FIDA	Cofinancement		Ratio de cofinancement
		National	International	
En cours				
NEMA	39,1	2,8	32,7	
Prévu				
ROOTS	40	8,7	31,3	
Total	79,1	11,5	64	1:0,95

B. Ressources consacrées aux activités hors prêts

32. Les ressources consacrées aux activités hors prêts provenant de dons régionaux sont estimées à 3,0 millions d'USD, et celles provenant de la CSST à 1,0 million d'USD.

C. Principaux partenariats stratégiques et coordination du développement

33. Le FIDA jouera un rôle de premier plan dans la mise en place du groupe de travail sur le secteur agricole et dans la concertation sur les politiques à mener. Le bureau du FIDA à Dakar mobilisera son savoir-faire et son expérience afin de jouer un rôle central pour soutenir ladite concertation ainsi que l'intégration régionale, l'innovation, la gestion des savoirs et le suivi-évaluation (S&E). À cela s'ajouteront les compétences spécialisées du personnel travaillant au siège du FIDA. L'intégration du savoir-faire du personnel du bureau renforcera les contributions du FIDA et augmentera sa visibilité en tant que partie prenante clé dans la trajectoire de développement de la Gambie. En ce qui concerne les organisations de la société civile, l'équipe du programme de pays travaillera en étroite collaboration avec le NACOFAG, l'organisation faîtière nationale des agriculteurs, et la Chambre de commerce et d'industrie de Gambie. La diaspora gambienne continue de jouer un rôle central dans la stabilité politique, économique et sociale du pays.
34. Le COSOP est pleinement conforme au Plan-cadre des Nations Unies pour l'aide au développement (PNUAD) 2017-2021, qui est axé sur trois priorités: 1) gouvernance, gestion économique et droits de l'homme; 2) développement du capital humain; 3) agriculture durable, ressources naturelles, environnement et gestion des changements climatiques. Alors que les efforts du PNUAD seront axés sur l'amélioration de la capacité des pouvoirs publics à mettre en place les politiques et les cadres réglementaires appropriés, le FIDA mobilisera son savoir-faire en matière de développement agricole et rural pour aider les petits exploitants à tirer parti de l'environnement plus favorable créé par ces politiques et cadres améliorés. En ce qui concerne les activités ciblant les jeunes, le FIDA collaborera avec le Programme des Nations Unies pour le développement par l'intermédiaire du Centre Songhaï.
35. Le FIDA prévoit de travailler en étroite collaboration avec la FAO en ce qui concerne la mise en place de stages pratiques pour les agriculteurs. L'équipe du programme du FIDA collaborera avec le Programme alimentaire mondial (PAM) dans le domaine de l'éducation nutritionnelle et en tant qu'acheteur potentiel des denrées agricoles produites par les bénéficiaires des projets du FIDA.

D. Participation des bénéficiaires et transparence

36. Des acteurs non étatiques, des organisations de base, des ONG locales (en particulier le NACOFAG), des organisations communautaires, des organisations de jeunes et de femmes, des réseaux de transparence et la nouvelle commission de concertation nationale travailleront ensemble pour favoriser l'échange d'informations et renforcer la participation citoyenne. Le FIDA, par ses investissements et la concertation sur les politiques, leur permettra de contribuer davantage à l'exécution du projet et d'influer sur ses résultats. La participation citoyenne sera encouragée tout au long de la conception, de la supervision, de l'examen à mi-parcours et de l'évaluation des projets et du COSOP; l'accès à l'information et l'enregistrement des plaintes du public seront assurés, et des mécanismes de règlement des doléances seront mis en place.

E. Modalités de gestion du programme

37. Le programme sera géré par le chargé de programme de pays pour la Gambie, en poste au bureau de Dakar. Actuellement, il n'est pas prévu d'ouvrir un bureau de pays distinct, étant donné la proximité avec Dakar. Le bureau de Dakar se trouve dans le bâtiment des Nations Unies à Dakar, ce qui facilite la collaboration avec

d'autres bureaux des Nations Unies; néanmoins, les bureaux de la FAO et du PAM sont situés ailleurs.

F. Suivi-évaluation

38. Grâce aux prêts et dons, le programme de pays fournira une assistance technique et financière pour améliorer le S&E, tant en ce qui concerne le projet du FIDA que le Ministère de l'agriculture. L'accent sera mis sur le passage du suivi des produits au suivi des effets directs, à l'évaluation et à la gestion des résultats. La formation financée par le programme fera l'objet d'un suivi systématique afin d'en évaluer l'adoption et l'impact, et de prendre les mesures correctives nécessaires. Dans le groupe de travail sur le secteur agricole, le FIDA travaillera en étroite collaboration avec les pouvoirs publics et d'autres donateurs pour mettre au point un modèle simple et harmonisé de S&E qui réponde aux besoins des projets et qui puisse s'intégrer dans le modèle plus large de présentation des rapports à l'échelle du ministère.
39. La certification en S&E sera assurée par le Programme relatif au suivi-évaluation rural (PRiME). PRiME est un programme de formation et de certification composé de deux modules obligatoires axés sur les principes fondamentaux du S&E. Après chaque module, les participants seront rigoureusement évalués, ce qui permettra de vérifier s'ils ont bien assimilé la matière du cours. Une fois les évaluations passées avec succès, les participants reçoivent une certification en principes fondamentaux du S&E. Pour les projets du FIDA en Gambie, les fonctionnaires à qui sera confié le S&E devront participer au PRiME au cours de la première année de mise en œuvre, condition préalable à la mise en place d'une solide fonction de S&E au sein du projet.

VII. Gestion des risques

Tableau 2

Risques et mesures d'atténuation

<i>Risques</i>	<i>Évaluation du risque</i>	<i>Mesures d'atténuation</i>
Politique/gouvernance	Moyen	Collaborer avec les parties prenantes pour favoriser la transparence et une gouvernance responsable.
Macroéconomique	Élevé	Promouvoir la discipline budgétaire et le respect des budgets convenus dans les ministères concernés.
Stratégies et politiques sectorielles	Moyen	Apporter un soutien à l'élaboration des politiques en matière d'agriculture et de ressources naturelles, contribuer à la concertation sur les politiques par l'intermédiaire du groupe de travail sur le secteur agricole, et soutenir les organisations faitières d'agriculteurs.
Capacités institutionnelles	Élevé	Offrir des programmes de formation complets aux fonctionnaires.
Portefeuille	Moyen	Suivre de près l'état d'avancement du portefeuille; apporter un soutien à la gestion des projets, à la gestion des savoirs et au S&E.
Fiduciaire – gestion financière/approvisionnement	Moyen	Apporter un soutien et suivre de près les aspects fiduciaires.
Fiduciaire – approvisionnement	Moyen	Apporter un soutien et suivre de près la gestion des achats.
Environnement et climat	Élevé	Intégrer la résilience dans toutes les activités du programme et prendre part, avec d'autres partenaires, à la concertation avec le Gouvernement sur l'appui à apporter aux pratiques agricoles climatiquement rationnelles.
Social	Élevé	Créer des emplois ruraux rémunérateurs pour les jeunes afin de freiner l'exode rural.
Conclusion	Moyen	

COSOP results management framework

Country strategy alignment <i>What is the country seeking to achieve?</i>	Related SDG UNDAF Outcome	Key results for COSOP <i>How is IFAD going to contribute?</i>			
		Strategic objectives <i>What will be different at the end of the COSOP period?</i>	Lending and Non-Lending Activities* For the COSOP Period	Outcome indicators** <i>How will we measure the changes?</i>	Milestone indicators <i>How will we track progress during COSOP implementation?</i>
<p>The National Development Plan 2017-2020:</p> <ul style="list-style-type: none"> • Develop climate change resilience; • Increase private investment in the agricultural sector; • Decrease dependence on food imports through increased productivity. • Create remunerative employment opportunities for Gambian youth, • Decrease stifling fiscal deficits. • Expand exports with regional neighbours and European markets; • Diversify exports. • Increase tourism. 	<p>SDG1 SDG2 SDG5 SDG7 SDG8 SDG9 SDG13 SDG15</p> <p>UNDAF Strategic result 3: Sustainable agriculture, natural resources, environment and climate change management.</p>	<p>1. The productivity and resilience of Gambian family farms are sustainably enhanced through accelerated adaption to changing climate and riverine water availability.</p>	<p>- Lending/investment activities</p> <ul style="list-style-type: none"> • NEMA • New project <p>- Non-lending/ non-project activities</p> <ul style="list-style-type: none"> • CLPE: update of the lowland development master plan • Engagement in agricultural sector donors roundtable • SSTC with Senegal and subregion on ag. Research, technology • Support to M&E, ag. statistics and soil & water monitoring 	<p>75% of family farms reporting a significant increase in production for more than 3 years</p> <ul style="list-style-type: none"> - 75% of family farms reporting lasting adoption of new technologies and practices - 80% of rural women reporting reduction in workload - 80% of farmers (male/female) members of professional organization - 70% of women and youth reporting improved access to land and water for productive purpose - 60% Literacy rate in targeted communities - 60% of households reporting improved nutritional status 	<ol style="list-style-type: none"> 1. 2000 hectares of swamp rice fields rehabilitated; 2. 500 hectares of new swamp rice fields. 3. 8000 hectares of upland fields benefiting from anti-erosion and water management structures; 4. Average rice yield increase of 50% 5. 200 rice translaters distributed 6. 500 ATI threshing machines in use. 7. 10,000 farmers benefiting from improved inputs; 8. 250 extension personnel trained by project 9. at least 5000 farmers participating in FFS 10. At least 50 nutrition modules 11. At least 10 farmer exchange visits with Senegal

	<p>SDG1 SDG2 SDG7 SDG8</p> <p>UNDAF Strategic Result 3. Sustainable agriculture, natural resources, environment and climate change management</p>	<p>2 Improve professional farmers organizations/cooperatives capacities, better access to communal assets, markets and profitable agricultural value chains</p>	<p>- Lending/investment activities</p> <ul style="list-style-type: none"> • NEMA • New project <p>- Non-lending/ non-project activities</p> <ul style="list-style-type: none"> • CLPE • Partnerships • SSTC • Knowledge 	<ul style="list-style-type: none"> • 50% increase of volume and value of sales by supported FOs • Number FOs/Coop maturity index • Number of Value chains platforms maturity index • 70% of farmers (male and female) reporting improved access to processing and storage facilities. • 70% of farmers reporting improved access to market 	<p>-</p> <ul style="list-style-type: none"> • 50% yield increase • At least 5000 farmers using productivity enhancing technologies; • At least 300 storage facilities constructed or rehabilitated; •
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Transition scenarios

1. Economic growth in the Gambia averaged an estimated 3.3 percent over the 2016-2018 period, with growth increasing over the course of the three years to reach an estimated 4.3 percent in 2018. Weak agricultural output, the slow recovery of the tourism sector after the regional Ebola crisis, low rates of private investment, and a turbulent political situation have all hindered growth. However, the IMF projects that economic growth will increase over the COSOP period due to ongoing reforms and foreign direct investments, leading to gradual increases in per capita income. We consider three possible trajectories over the 2019-2022 period:

Base scenario: The most recent IMF World Economic Outlook projects that real GDP growth will reach 5.4% in 2019 and decelerate over the remaining three years to 4.8% by 2022. Public and publicly-guaranteed debt as a share of GDP, which reached an estimated 107% of GDP in 2017 in present value terms, is estimated to have climbed even further during 2018 and actions will be needed to restore debt sustainability. The Government's commitment to further increase public investment, with a focus on the agricultural sector, tourism and energy sector and infrastructure is expected to support growth. However, risks such as climate variability, terrorist attacks and diseases outbreak could reduce growth expectations, put pressure on the currency, and increase the probability of debt distress.

High scenario: With the GNAIP and robust reforms coupled with political stability, economic growth could increase to around 6-7%, particularly in the event of oil and gas discovery. In a high case scenario the country would benefit from supplementary assistance to support strong growth and increase transfers to the most vulnerable households, especially in rural areas. Under this scenario, external debt would be restructured and/or rescheduled and public debt as a ratio to GDP would decrease starting from 2019, making the country more attractive to direct foreign investment and investment in agriculture.

Low scenario: In the case of severe economic contraction due to exogenous shocks or political and regional instability the IFAD portfolio would be in jeopardy; the risk of losing at least one PBAS allocation would be high, and the Gambia may not be in a position to amortize its loans and be suspended.

Table 1
Projections for key macroeconomic and demographic variables^a

Case	Base	High	Low
Av. Real GDP growth (2019-2022)	5.0%	6.5%	3.0%
GDP/capita (2022) ppp 2011 \$	\$2,646	\$2,739	\$2,507
PV of Public debt (% of GDP) (2019-2022)	90.0	80.0	120.0
Debt service ratio (2022)	20.0%	5.0%	25.0%
Inflation rate (%) (2022)	4.8%	5.3%	10.0%
Rural population	Current (2019): 840,710		
Rural population	2022: 921,500		
Investment Climate for rural business ¹	Annual growth rate: 3.0%		
	Rating: 3/6 Agriculture supports livelihoods of many poor households, but is susceptible to erratic weather patterns, and impeded by inadequate resources, a weak policy and institutional framework, insufficient crop diversification, lack of modernization, inadequate irrigation, and limited advisory services.		
Vulnerability to shocks	Rating: 5/6 There are significant security and political instability risks in 2019 with the possible withdrawal of the Economic Community of West African States mission. Also, high public debt will continue to crowd out government spending in key socioeconomic sectors such as health, education, agriculture and infrastructure development which might put the country at risk of debt distress.		

Implications for IFAD

2. Agricultural and rural development will remain a stabilizing force and central source of resilience for the Gambia's ability to sustain the momentous shock of regime change without falling back into destructive conflict. To boost the agricultural sector, IFAD lending and non-lending programme should focus on building the resilience of smallholder farmers and farmers organizations to climate change and variability to ensure food security and better nutrition. Given the fragility within the country, IFAD should be prepared to adjust its approach based on the circumstances on the ground.

¹ Source: RSPA

Agricultural and rural sector issues

1. The Gambia is among the poorest countries in the world. Though poverty has decreased by 10 percent in the last 10 years, the absolute number of poor people has increased from 790,000 to 930,000. Income poverty (at \$1.25/day) and food insecurity are widespread and affect nearly half of the population. According to figures cited in country UNDAF document, poverty is more prevalent in male-headed households (50.9%) than in female-headed households (38.3%) probably due to the impact of remittances sent by males who have migrated to urban areas or have emigrated. Levels of extreme poverty are 36.7%, denoting the depth of poverty in the Gambia. Poverty is more pronounced in rural than in urban areas and more widespread in the North Bank, Central River Region and Upper River Regions. The Human Development Index ranks the Gambia 173 out of 188 countries surveyed, reflecting deep-seated multi-dimensional poverty, low literacy and education levels, poor health indicators and weak government infrastructure and services. Sixty-four per cent of the population is under 25 years of age and the population is expected to double during the next 20 years. The country is rapidly urbanizing with annual rural to urban migration estimated at 3.1%. Income distribution is highly skewed, reflected in a Gini coefficient of 36, one of the highest in the sub-region.
2. Agriculture is the mainstay of the economy, providing employment for approximately 70% of the population but contributing only 24% of the GDP. Production is insufficient to meet national food needs thus the country is obliged to use scarce foreign exchange to import about 50% of its requirements. Productivity is low for all major food staples. Yield data indicate large yield gaps compared to Senegal despite similar agro-climatic environments, rainfall patterns and occurrence of weather events.
3. Rural-urban migration and emigration to Europe of youth are important issues in the rural landscape. Some 60% of Gambians live in towns and cities and urban migration is estimated to be about 3.1% of the rural population annually. In terms of emigration to Europe as a percent of total population, the Gambia ranks second after Syria. Rural exodus of youth have important implications for rural development, notably with respect to agriculture labour and services and capacity as youth receiving vocational training for rural-based employment frequently migrate thus neutering efforts to build appropriate skills to serve the farming communities.
4. Though there exists a network of farmer associations represented by NACOFAG, the umbrella organization, there appear to be few commercially based farmer cooperatives. Projects have an unfortunate history of "creating" cooperatives rather than building on self-selecting farmer associations and this has generated predictable poor results and created a culture of expected handouts and limited buy-in and ownership of project beneficiaries.
5. Productivity: Low yields are attributable to several factors. Farmers have limited access to improved seed and fertilizer. The seed supply chain is undeveloped. The capacity of National Research Laboratory to multiply breeder to foundation seed is limited as is the capacity of seed multipliers to produce improved seed. There is no established GoTG seed certification agency to test germination rates so the quality of distributed seed is not controlled. Regarding fertilizer use, the FAO estimates that the average fertilizer use per hectare is one kilogram compared to 16 kilograms in Senegal. Low use of fertilizer is primarily due to lack of access to credit as the rural credit system is undeveloped and under resourced. Commercial banks (who charge 24% interest) have little appetite to loan to the rural sector; agricultural loans represent about 4% of commercial bank portfolios.

6. Another key explanatory factor for low yields is an inability to transfer knowledge from the National Agricultural Research Institute (NARI), the national research institute, to farmers due principally to limited technical knowledge of front-line extension workers. Significantly, the productivity of rice farmers who are using improved seed and fertilizers (generally provided gratis by donor-funded projects or NGOs) is far below expectations. Research indicates that yields could be increased by 30% from correct timing and placement of fertilizer applications. Greater integration of the research and extension functions is a critical element in improving productivity. Poor water management and drainage in tidal irrigation systems for rice which increases soil salinization, as well as late planting due to unavailability of mechanized ploughing services are also key explanatory factors. Government investments in tidal irrigation schemes have not been accompanied by regular maintenance of canals, dikes, causeways and other structures compromising the sustainability of initial investments.
7. Regarding coarse grains produced in upland ecologies, low yields are principally a result of erratic rainfall patterns, reduced soil fertility caused by erosion, and limited application of climate smart agricultural practices. For horticultural production, productivity is compromised by substantial in-field losses due to insect infestation and disease. The majority of vegetables are produced by women in communal gardens who have a limited knowledge of crop protection measures. Adequate supply of water is often a limiting factor in communal vegetable garden production. Livestock production is hampered by high levels of disease, poor animal nutrition due to the degraded quality of rangelands and unavailability of improved animal feed.
8. Post-Harvest Handling and Processing: Most rice harvesting is done manually which is strenuous, time-consuming and is a key factor in low labour productivity. Moreover, many swamp rice fields are difficult to access because of a paucity of access roads. There are few motorized threshing machines that are six times more efficient than manual threshing. Rice is generally milled by hand within the household. Small milling machines, mostly of the Engleberg type, located in villages or in markets, have poor conversion ratios of around 50% resulting in a 10% loss of paddy to milled rice. There are few storage warehouses so post-harvest losses for rice and coarse grains, due to insect and rodent infestation, are significant.
9. Regarding horticulture, post-harvest losses are high due to high temperatures during the dry season when the majority of vegetables are produced and the absence of cold storage (which, given the exceeding high energy costs, makes cold chain establishment problematic). Low or intermediate technologies such as zero energy coolers, cold bots, or onion curing storehouses made from local materials are not used in country.
10. Marketing: An estimated 70% of rice produced is consumed on-farm as rice is the principal staple in the Gambian diet. Low yields and low labour productivity engender high production costs, resulting in uncompetitive pricing compared to imports from Asia and Brazil. Local rice, except directly after harvest, is typically 20% more expensive than imported rice. Low capacity utilization of rice mills augments milling costs further increasing consumer prices. Moreover, urban dwellers have a preference for imported broken rice, which presents an additional competitive disadvantage for local rice production. Developing a competitive rice value chain to attenuate the large volume of rice imports (estimated at 305,000mt in 2016) requires significantly increased productivity and production to decrease costs of production and create attractive downstream opportunities for other value chain actors.
11. Regarding horticulture, production is mostly sold at either the farm gate or in local weekly markets (lumo) to intermediaries who sell to either urban market

wholesalers or hotels and restaurants located in the Greater Banjul area. Because of the high population and the presence of hotels catering to foreign tourists, the majority of horticultural produce is marketed and consumed in the West Coast Region. Hotels are generally reticent to enter into contractual relationships with producer associations given poor prior experience and the ready availability of vegetables during Gambia's peak tourist season. Challenges facing horticultural marketing appear more acute in the Eastern part of the country where there are fewer consumers who typically have lower disposable incomes.

12. Vegetable marketing is characterized by gluts and penuries, as there is no effective production planning conducted among communal vegetable garden groups and no storage capacity. The government plans to pilot solar-powered cold stores to improve fruit and vegetable marketing. Because of the absence of coordination between producer groups, vegetable farmers are price takers, with little ability to negotiate prices with downstream actors.
13. Commercial-scale horticultural production is currently limited to three firms: two of which target the UK market while the third produces onions and potatoes for the local market. Limited availability of air cargo space is the biggest constraint to increasing exports. The potential to increase high-value horticultural exports is directly linked to availability of outgoing cargo space that is in turn linked to the expansion of the tourism sector. There is also ample opportunity for import substitution as fruit and vegetable imports from Senegal represent a substantial portion of the market

SECAP background study

A. Executive summary

1. Climate change, environmental degradation and social exclusion are key challenges for the Gambia agricultural sector development and to achieve poverty reduction, food security, nutrition and jobs creation and income generation particularly for youth and women. Risk-informed public policy and investment in the agriculture in the context of climate change to design a robust country cooperation framework between IFAD and the Gambia requires scientific evidence, environmental, and climate risk profiles and trends, institutional and context analysis for optimum future investment and policy reforms to strengthen resilience.

B. Objective

2. The main objectives of the SECAP for the Gambia RB-COSOP are : i) To evaluate scientifically and strategically the impact of current and future trends of climate change and environmental degradation on the performance of the Gambia agricultural development to reduce rural poverty while building the country's resilience ii) To propose effective and efficient adaptation and mitigation **climate change policy and strategic options for the COSOP and to inform potential policy reforms on national development planning, budgeting processes (national and sector plans; national budget, investments frameworks as well as Nationally Determined Contributions (NDCs) in agriculture.**
3. The SECAP Preparatory Study was prepared following a field missions in the Gambia where key sector line ministries, civil society and the private sector were met. Literature reviews and in-country consultations (see Annex F for summary of in-country one mission clearly demonstrated the importance of taking into account sustainable management of natural resource- and climate change into IFAD future investments in the Gambia country.

Main policy and operational recommendations

1. *The RB-COSOP offers a real opportunities to create impact on the poorest while building their resilience to climate with a focus on integrated farming systems linked to markets*
2. *Climate Risk informed policies and investments : with a **Category B** for Environmental and social preliminary assessment and a **high climate risk preliminary assessment***
3. *Mobilising and Blending Climate and environmental finance to address climate change to build the resilience of smallholder farmers*
4. *Non lending activities: promote policy dialogue , agricultural policy reform for resilience development*

Overview of the national context

4. Socio-Economic Context: The Republic of The Gambia is one of the smallest countries in West Africa surrounded by the Republic of Senegal on the northern, eastern and southern sides, and bounded on the Atlantic Ocean. The Gambia is less than 48.2 km wide at its widest point, with a total area of 11,295 km² and a generally flat terrain, with the highest point only 53m above sea level.
5. The Gambia has an estimated population of 1.88 million of which nearly half is rural and has greater incidence of poverty (2013 census). The Gambia is one of the most densely populated countries in Sub-Saharan Africa (population density in 2013 was 176.1 per km²). The population is expected to nearly double in 21 years with a growth rate of 3.1% per year and dominated by youth. The Gambia is a low-income country; according to the World Bank, GNP per capita in 2012 was USD 510, and around one third of the population lives below the international poverty line of US\$1.25 a day². The country's human development index (HDI) in 2014 was 0.441, ranking it 172 out of 187 countries; poverty rates are higher (73.9%) in rural areas than urban (32.7%)³
6. The Gambia has a liberal, market-based economy characterized by services sector especially the tourism industry, accounting for approximately 65.8% of total output, followed by agriculture which accounts for roughly 30% of GDP and employs about 70% of the labour force. Industry (12.2%) respectively, (2nd National Communication). Agriculture accounts for 30% of total GDP of the Gambian Economy and employs 70 percent of the labour force. Within agriculture, peanut production accounts for 61.9% of GDP, other crops 8.3%, livestock 5.3%, fishing 1.8%, and forestry 0.5%. The majority of Gambian farmers are agrarian wage earners and are responsible for about 40% of the total agricultural production in the country. The limited amount of manufacturing is primarily agriculture-based (e.g. peanut processing, bakeries, a brewery, and a tannery). The country experienced a political crisis before late 2016 and considered exiting from a situation of fragility. Malnutrition is widespread, being most prevalent in the Local Government Areas (LGAs) of Kuntaur, Janjanbureh, Basse and Kerewan (all above 10%).

Nationally Determined Contributions- The Gambia

Paris climate agreement and Agricultural sector:
In its Nationally Determined Contribution (NDC), the Gambia offers to conditionally reduce its greenhouse gas emissions, excluding the land use, land use change and forestry (LULUCF) sector, by 1.4 MtCO₂e in 2025 compared to business-as-usual (BAU). The Gambia is offering to reduce emissions by 0.08 MtCO₂e in 2025 (or 2.4%) below BAU unconditionally; A 44% emissions cut by 2025, compared to business as usual projections, and a 45% cut by 2030. The targets exclude land use and forestry. Two of 12 sectoral mitigation schemes, with associated emissions reduction targets, are unconditional. The rest are conditional on international financial support and technology transfer. Includes section on adaptation. The Gambia's NDC also includes abatement in the LULUCF and agriculture sectors: it plans to unconditionally abate 0.28 MtCO₂e by 2025 and 0.33 MtCO₂e by 2030 through afforestation as well as 0.69 MtCO₂e in 2025 and 0.67 MtCO₂e in 2030 by replacing flooded rice fields by dry upland ones, and by using efficient cook stoves reduce the overuse of forest resources, conditional on international support. (Source climate Traker,2018)

Achieving the Sustainable Development Goals (SDGs) in the Gambia

7. The Gambia has subscribed to the 2030 Agenda, and is committed to achieving the SDGs. The Vision 2020 and other major sector policies and strategies serve as strategic framework to improving and sustaining measurable levels of food and nutrition security and effective management of the environment and the natural resource base. These policies include the Gambia Environment Action Plan (GEAP),

² Human Development Indices. Table 3: Human and income poverty, p.35. <http://hdr.undp.org/en/media/HDI-2008.EN-Tables.pdf>

³ UNDP, 2014. The Gambia National Human Development Report 2014: Youth Development.

the National Environmental Management Act (NEMA), the Agriculture and Natural Resources (ANR) policy, the National Biodiversity Strategy and Action Plan (NBSAP), the Fisheries Policy, and the Forestry Policy. At the institutional level, the mandate of the *National Environment Agency* (NEA) is largely one of coordination, advice and consultation, including overseeing implementation of the GEAP. At local level, domesticating the SDGs especially SDG1 (no poverty); SDG 2(no hunger); SDG 6(Gender) ; SDG 13 (climate change) , SDG 15 (life on land); SDG 17 (partnership); pass through the Ministry of Local Administration, Traditional Rulers and Lands, which supervises Governors at the regional level, Head Chiefs (Seyfolu) at the district level, and Village Heads (Alkalolu) that oversee the creation of Natural Resources Management Committees to be established by each authority to enhance the decentralization of natural resource and climate change management. The Gambia has signed the Paris Climate agreement and for its Nationally Determined Contributions offers to conditionally reduce its greenhouse gas emissions, excluding the land use, land use change and forestry (LULUCF) sector, by 1.4 MtCO₂e in 2025 compared to business-as-usual (BAU). The Gambia is offering to reduce emissions by 0.08 MtCO₂e in 2025 (or 2.4%) below BAU unconditionally; A 44% emissions cut by 2025, compared to business-as-usual projections, and a 45% cut by 2030.

Overview of The Gambia's Biodiversity, Agro Ecological Zones and Natural Resources

8. The Gambia is endowed with rich and varied agroecological systems despite its small size (closed and open woodlands, trees and shrub savannah, wetland ecosystems, grassland savannah, marine and coastal ecosystems and agricultural ecosystems.) The River Gambia, which is over 1,130 km long, originates in the Fouta Djallon highlands in Guinea and flows the length of the country before emptying into the Atlantic Ocean and define the production systems. Add Map of agro ecological zones
9. The three major biological regions of the country are : i) The marine and coastal zone along the western coast, ii) the area along the River Gambia and related freshwater and estuarine ecosystems, and iii) the terrestrial ecosystems behind the coastline and to the north and south of the river – harbour biodiversity that is globally significant, as well as biodiversity and natural resources of great significance at national and local levels. Wetland ecosystems cover almost 20% of the total land area, consisting primarily mangrove forests (64%), uncultivated swamps (7.8%) and cultivated swamps (3.2%).
10. The Gambia has designated 3 RAMSAR Sites and is on the verge of designating additional sites. The country's total forest area, including mangroves, is estimated to be 505,300 hectares or 43% of the total landmass of the country⁴. At present, no forest areas are classified as protection forest. State forestlands account for 78% of the total forest area; approximately 7% of the total forest area is included in the 66 gazetted forest parks. Community and private forest areas constitute only 17,487 ha, but are expected to increase as more state forestland is brought under these management systems. Overall, there are 117 species of mammals, 47 species of reptiles and 30 species of amphibians in the Gambia. The Gambia is also endowed with a rich avifauna estimated at a total of 576 species, of which 10% are migratory. The River Gambia and inland water bodies such as flood plains and wetlands are considered to be rich in terms of species abundance and diversity of freshwater species, including hippopotamus (*Hippopotamus amphibious*), West African manatee (*Trichechus senegalensis*, VU) and African Clawless Otter (*Aonyx*

⁴ State of the Environment report (2010).

capensis). Mangroves and tidal areas serve as important spawning and nursery grounds for more than 100 fish species; provide nesting and feeding habitats for endangered and threatened species including birds migrating along the East Atlantic Flyway, dolphins, sharks, marine turtles (leatherback, loggerhead and green), the West African manatee, West African dwarf crocodile, West African red colobus, clawless otter, hippopotamus, and others. Information on marine species diversity in The Gambia is limited, but various marine mammals, sharks, molluscs, shrimps and lobsters are considered threatened.

The Gambia has three primary agroecological production zones

11. The Sudano-Sahelian Zone or Riverine Zone: characterised by savannah woodland, covers a great part of the country (492,999 ha); 76% of this zone is cultivated and it accounts for more than 60% of national agricultural production. The main agricultural production in this area is early millet, groundnuts, sorghum, maize, cotton, upland rice and irrigated rice.
12. The Sahel-Savannah Zone or Semi-Arid Zone : covers approximately 147,684 ha; only 44% of the area is cultivable and the area only accounts for about 12% of national agricultural production. This zone has relatively low rainfall (below 900 mm) and concentrates on the cultivation of early maturing cereals such as maize, early millet, upland rice and "Findi grass"; the zone also has a fairly large livestock population that puts significant pressure on natural resources.
13. The Guinea-Savannah Zone or Humid zone: located along the coastline, has high and moderately reliable rainfall (1000 mm and above), and covers an area of 179,790 ha, of which 66% is cultivable. Major cereals produced in this zone are primarily late varieties such as late millet, sorghum, and upland rice; the zone also has a large cattle population and extensive use of animal traction in agricultural production.
14. Protected Areas & Community Forests: Only 22 protected areas have been registered, occupying a total area of 76,064 ha, or approximately 6.4% of Gambia's total surface area. Eight of these protected areas are reserves and national parks, while the other 14 are community-based conservation areas under the mandate of the Department of Parks and Wildlife (DPWM). Community participation in PA management and community development within PAs is a priority in The Gambia; all PAs form governance teams that are responsible for park level decision-making, and all parks and nature reserves undertake projects on community development. While the PA network encompasses many of the principal ecosystems found in the country, including mangroves, tidal zones, and guinea savannah and dry deciduous woodlands, a notable gap is terrestrial and inland water areas, of which only 0.16% are protected. Three of the country's PAs are Ramsar sites (Tanbi Wetland National Park, Niumi National Park and Bao Bolong Wetland Reserve), and six are recognized as Important Bird Areas (Tanji, Tanbi, Abuko, Niumi, Bao Bolong and Kiang West). In addition to the 22 PA sites, the country has 66 forest reserves covering a total of 34,029 hectares that are managed by the Department of Forestry, as well as local community forests that cover an area of 18,000 ha. Both state and community forest reserves are exploited for firewood, timber and grazing.

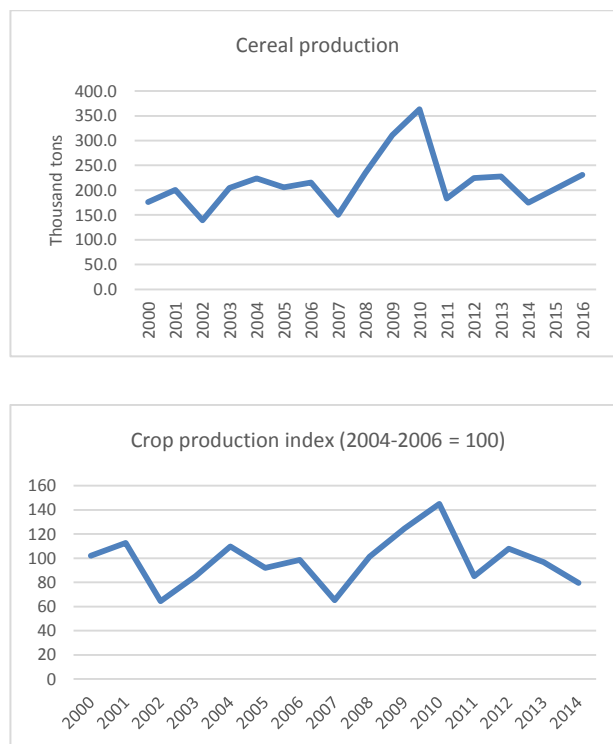
The agricultural sector

15. Agriculture is the principal source of livelihood for the rural population and for the majority of households below the poverty line. The agriculture sector is characterized by: small-scale subsistence rain-fed crop production mostly undertaken during a single rainy season from June to October; traditional livestock rearing; semi-commercial groundnut and horticultural production; small-scale cotton and a large artisanal fisheries subsector. Only about 6% of the irrigation potential has been utilized and there is opportunity to expand irrigated land (IFAD,

2015b) cropping season and production. Land degradation, salinization, coastal erosion agricultural land quality reduction, and low agricultural productivity are serious threats to national food security and stability.

16. The potential contribution of the agricultural sector to Gross Domestic Product is limited and has been declining in relative terms because of the rapid depletion of the natural resource base, the dependence on rain-fed agriculture, weak marketing infrastructure, lack of access to credit (especially for the youths and women), a limited resource base, and exposure to climate variability and change. (IFAD, 2015b).

Total cereal production in thousand tons and the crop production index for The Gambia (World Bank, 2018a).



17. The country could still increase the target of arable and irrigated land and expand cropping season and production. The agricultural sector is not yet well diversified and dominated mainly by subsistence rain-fed agriculture with a food self-sufficiency ratio of about 50%. The main subsistence crops comprise cereals (early millet, late millet, maize, sorghum, rice), semi-intensive cash crop production (groundnut, cotton, sesame and horticulture). Livestock is still predominantly traditional i.e. low input extensive system of husbandry. The livestock population is estimated at around 300,000 cattle; 140-150,000 sheep and 200,000-230,000 goats. Major issues of **animal** husbandry are related to **animal** diseases and **lack of feed** resources, particularly **in the dry season**. The poultry population in 2007 comprised 300,000 broilers, 18,500 commercial layers and 550,000 local chickens. The production of poultry is also limited by inputs (feeds, feeding, breed, health, housing).
18. The fisheries sub-sector is both industrial and artisanal, with the latter accounting for about two thirds of the total catch. Marine fish resources are enhanced by the freshwater flows of the River Gambia. Prolific mangrove growth supports thriving ecosystems and the brackish and freshwater zones of the middle and upper regions are also rich in crabs and shrimps, with great potential for aquaculture. Key constraints to the development of fisheries, especially artisanal fisheries, include post-harvest losses, weak extension and research systems and poor marketing.

19. The Forestry sub sector play a key role on the macroeconomic development of the country, particularly to food and nutrition security for poverty reduction, economic growth, climate change implications, conservation of the country's biodiversity and its fragile ecology.

Key environmental challenges/treats and effects on agricultural development and rural poverty

20. Unsustainable extraction and management of natural resources from forest ecosystems by rural households are increasingly resulting in reduced agricultural production. The Gambia experiences rapid depletion and degradation of the natural resource base as a result of increasing population pressure, salinization, extended periods of shifting cultivation, deforestation, recurrent droughts and increasing climate variability, decreasing fertility of the arable land, and finally migration and out-migration. Agricultural productivity is hindered by reduced water infiltration, high water run-off rates and the drying of inland valleys and river tributaries, which have been observed. Erosion and siltation of the Gambia River have reduced water flow and resulted in increased saltwater intrusion into the marginal lands. Siltation and sedimentation continue to threaten the viability and sustainability of lowland agriculture. These effects combined with periodic floods and epidemics place the country at risk to disasters. Agricultural production systems for crop farming in The Gambia consist of intensive land use characterized by low levels of input. Currently, widespread environmental degradation and unsustainable land-use practices are reducing the generation of ecosystem goods and services (medicines, recreation for tourism), that support both agricultural productivity and rural livelihoods in The Gambia. Common unsustainable land-use practices are overstocking of livestock and reliance on slash-and-burn agricultural techniques that in turn have resulted in a widespread depletion of soil fertility, thereby reducing agricultural productivity.
21. Shifting cultivation is still widely practised in the country, although fallow periods have been considerably reduced as land becomes scarce in most farming communities. The compounding effect of high population pressure and the scarcity of land has forced farmers to intensively cultivate small areas of land year after year, which exhausts the soil nutrients and ultimately leads to declines in crop yields. Furthermore, land placed under continuous cultivation has high levels of erosion that produce sedimentation of downstream rice fields and aquatic and marine habitats. Soil erosion and siltation from agriculture (and livestock grazing) are important processes in habitat loss and fragmentation in The Gambia. Annual soil erosion is estimated at 12.5 tonnes per hectare per year for frequently cultivated soils having a slope of 2% or more⁵. These processes have diminished soil productivity, and the eroded materials are deposited in the lowlands of the river basin, causing sedimentation in the rice growing areas and adverse impacts on aquatic life. In addition, the country faces other sources of degradation, such as over-extraction of woodland trees, uncontrolled bushfires, and production of charcoal results in a considerable loss of vegetation cover which leads to widespread soil erosion and sediment transfer into the Gambia River. This in turn affects the agricultural productivity; forest development; and livestock production which impact on rural livelihoods.
22. Ecosystem (forest, mangrove forests, forests) degradation and conversion: Habitat conversion is one of the major factors of biodiversity loss in The Gambia. Rising demand for food and other agricultural products, among others, has resulted in clearing of natural habitats to make space for agricultural land; and economic, demographic and social pressures are likely to put further pressure on habitats. Wetland ecosystems are increasingly being used for rice cultivation and for dry

⁵ Ministry of Agriculture (2010) *Gambia National Agricultural Investment Plan (GNAIP)*. Government of The Gambia.

season vegetable gardening as well as grazing for livestock. Harvesting of mangroves for fuel wood and other domestic uses has greatly reduced the area of mangrove forests. Demand for timber and non-timber products from protected areas is high, and many areas within and adjacent to protected areas are being degraded. Between 1946 and 1998, woodland cover in the country decreased from 81% to 42%; during this period, closed woodland disappeared almost entirely and tree density in open woodlands decreased, while the area of tree and shrub savannah increased as a result of the extensive conversion and degradation of the other forest classes. According to the 2010 National Forest Assessment (NFA)⁶, forest cover decreased from 505,300 ha (44% of the country's surface area) in 1981/82 to 423,000 ha (37%) by 2009/2010. During this period, mangrove forests alone declined from 67,000 ha to 35,700 ha. Under business-as-usual rates of deforestation (estimated at 5-7%)⁷, more than half of the remaining forest/woodland cover in The Gambia will be lost in the next 10 years.

23. **Overgrazing:** The Gambia has a large livestock population with high stocking density. Livestock are reared in an extensive free-range system in open grasslands / rangelands. Due to the high stocking density and the incidence of annual bush fires that consume most of the feed resources, there is consistent scarcity of livestock feed during the dry months of the year. The convergence and concentration of livestock in and around isolated pockets of remaining grazing areas leads to range degradation, loss of topsoil, and the proliferation of unpalatable species.
24. **Bush Burning:** During the long dry season, bush fires are a common feature of the rural landscape; according to some estimates at least 80% of the standing biomass is consumed by fire in a given year (Forster, 1983), which constitutes a significant threat to habitat and species diversity in the country. The Gambia's inability to regulate and control wild forest fires is influenced by out-of-date policies that lack clear-cut measures and enforcement mechanisms. There is an urgent need for a new policy that recognizes and adapts current thinking and practices related to early-dry-season controlled burning, which has proven successful in Niokolo Koba National Park, and in the Kiang West National Park in both Senegal and the Gambia.
25. **Increasing pressure on coastal and marine areas:** A large proportion of the country's population resides in coastal areas and depends upon coastal resources for their livelihoods, but large-scale migration into coastal zones as a result of land degradation and disrupted rainfall patterns in the hinterland is exerting tremendous pressure on coastal and marine Infrastructure (road, dams, bridges, manufacturing and processing units): Construction and other infrastructure development such as the have caused major disruptions in the processes and functions of key ecosystems such as wetlands. Although positive outcomes will be generated by the trans Gambian corridor of Fafefeni which will be opened in January 2019, it is foreseen social and environmental impacts on local ecosystems. The erection of new villages/ towns along the corridor may also change the agricultural map between the two countries. The planned hydro dam of Sambangalo in Senegal will increase the power supply including on agriculture but will generate negative impacts on hydroelectric power station at Sambangalo. This dam should provide an artificial base flow, which creates opportunities for irrigation and reduces maximum saline intrusion in the dry season. However, studies have shown if not well managed, saline intrusion in the Gambia River from the dam may affect negatively agricultural production, mangroves and fishing industry.

⁶ Department of Forests. 2010. National Forest Assessment; Government of The Gambia and FAO.

⁷ Sillah, J. 2007. Ecology and Climate Change of the Mangrove Ecosystems of Mauritania, Senegal, Gambia, Guinea Bissau, Guinea and Sierra Leone. IUCN and Department of Forests. 2010. National Forest Assessment. Government of The Gambia and FAO.

26. Key infrastructures on the Gambian river and potential impact (by author).



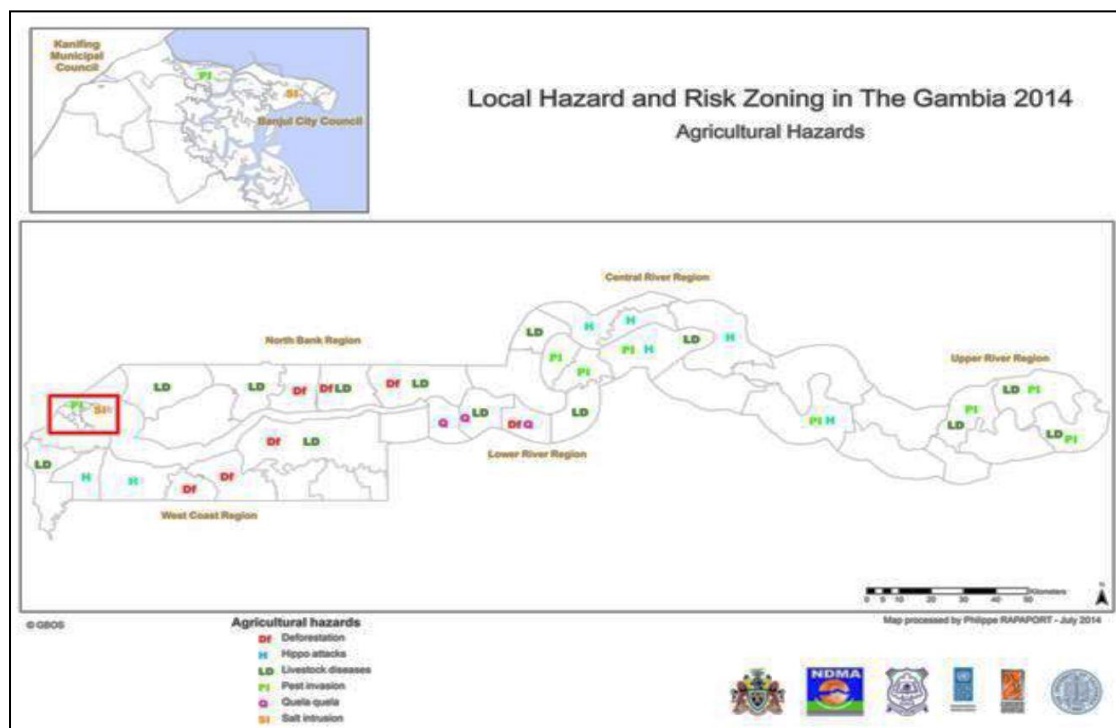
27. Oil and Gas development sector: massive oil offshore reserves have been discovered in the Gambian seas. The exploration and exploitation may impact the marine ecosystems and biodiversity and reduce the fish stock, pollute mangroves forests and the river and pollution of soils and water for agriculture if not well managed. Specific measures including environmental safeguards, clauses in all contracts to protect existing natural capital base, promote social inclusion must be developed. On the long term, the reduction in ecosystem goods and services is leading to negative effects on rural Gambia's food supply, health, nutritional status, income streams and socio-economic well-being. Therefore, any actions towards mitigating those impacts must be included in policies, strategies, plans, programmes and investments.

Key Climate challenges/treats and effects on agricultural development and rural poverty

28. Vulnerability to climate change: The Gambia ranks as one of the country's most vulnerable to climate change based on the GAIN index, ranking 146 out of 181 countries, (or 16th most vulnerable). The food security vulnerability to climate change, which is measured in terms of food production, food demand, nutrition and rural population, is 177th out of 186 ranked countries. The indicators for the score include projected change of cereal yields, projected population growth, food import dependency, rural population, agriculture capacity and child malnutrition. (IFAD, 2015b). The most vulnerable areas from a climate change perspective will be the lower-central part of the country where saline water (see Figure 3 below for extent of salt-water intrusion and limit) meets freshwater, the balance of which is determined by rainfall conditions and, increasingly, sea level rise. However, other regions are also vulnerable. In the Western part of the country, which is more densely populated, lowland rice and horticulture are vulnerable to saline groundwater resources and short periods for low rains and heavy rains that will worsen land degradation in the uplands. In the Eastern part of the country, rainfall

variability threatens both droughts and floods, and here too temperature increases will be felt more keenly. (IFAD, 2015b)

29. A recent community vulnerability assessment has mapped the hot spots with high risk to both natural (bushfires, causal erosion, drought, floods, lightning storms, mangrove depletion, salt intrusion, soil erosion and wind storms) and agricultural hazards in the country (see below). These threats have a profound impact on the livelihood situation of the rural communities who depend entirely on their natural resource base. (IFAD, 2015b)



30. The Gambia is a country with climate regimes and temperatures generally that increase from the coast towards the east. Since the 1940s, temperatures have increased on the order of 0.5°C/decade. In the hottest season, especially in inland regions, the average temperatures could go up to 35°C, whilst the cooler coastal regions are 25 to 28°C. Inter-annual variability in temperature which affects the country is caused by the El Niño Southern Oscillation (ENSO). Mean annual temperature has increased by 1.0°C since 1960, an average rate of 0.21°C per decade. As a result of increasing temperatures, precipitations are highly variable and uncertain across the country in turn affecting agricultural productivity.
31. The Gambia has one wet season between July and end of October. There is a strong north- south gradient in total rainfall received at this time in this region of Africa, and this is evident even across the narrow latitudinal range of The Gambia. Mean monthly wet-season rainfall in The Gambia varies between 150 and 300mm between the northern and southern extremes. This rainfall season is controlled by the movement of the tropical rain belt (also known as the Inter-Tropical Convergence Zone, ITCZ), which oscillates between the northern and southern tropics over the course of a year, affecting The Gambia when it is in its northern position. Variation in the latitudinal movements of the ITCZ from one year to another causes large inter-annual variability in this wet-season rainfall. The most well documented cause of these variations is the El Niño Southern Oscillation (ENSO). El Niño events are associated with drier conditions in Sahelian Africa. (UNDP, 2012). Sahelian rainfall characterized by high variability on inter-annual and inter-decadal timescales, which can make long-term trends difficult to identify. A period of particularly high

rainfall occurred in the early 1960s, whilst the early 80s were particularly dry. Linear trends do, however, indicate that wet season (JAS) rainfall in The Gambia has decreased significantly between 1960 and 2006, at an average rate of 8.8mm per month per decade. There are insufficient daily rainfall observations available from which to determine changes in extremes indices of daily rainfall. (UNDP, 2012). The country is likely to experience increased incidence of drought and lengthened dry spells. Higher temperatures will increase evapotranspiration, leading to drier conditions, even if precipitation does not change.

32. Climate change impacts on agriculture with effects on the recharge of aquifers, soil erosion and sedimentation processes, changes in the amount of ground and surface water stored, and other disturbances to the hydrological cycle effects resulting in saline intrusion. Elevated atmospheric CO₂ concentrations are expected to increase crop yields, but higher temperatures and water shortages may act to counterbalance this beneficial effect. Recent experiments have shown that crop response to elevated CO₂ is relatively greater when water is a limiting factor. Well-fertilized crops respond more positively to CO₂ than less fertilized ones and thus the contrary is true for nitrogen.
33. As the natural capital is the basis of agriculture, the changes in temperature and rainfall are adversely affecting natural resources such as forests and grasslands. Results obtained from the Hold ridge Life Zone Classification model suggest that The Gambia's forest cover will fit more into a dry forest and tropical very dry forest categories. As the temperature becomes warmer, rainfall decreases and potential evapotranspiration increases, forest cover will be approximately subdivided into tropical very dry forest (35%-40%) and tropical dry forest (45%-60%), the warmer BMRC climate scenario having the highest percentage of tropical very dry forest.
34. Changing climate and climate inclusive of extremes (droughts, floods, storms) on human health and labour force is still difficult to quantify because of poor reporting and paucity of research into secondary and delayed impacts. The low productivity of the agropastoral sector, exacerbated by the climate crises and frequent natural disasters (drought, flooding, sand storms, and locusts, among others), has made the conditions of the poorest rural households even worse, leaving a large part of the population in situations of chronic vulnerability. However, no one disputes that natural disasters caused by extreme weather adversely affect human health in many ways. Climate-related hazards faced by children, elderly people and other vulnerable socio-economic groups living in specific localities within The Gambia include droughts, flooding and sea level rise. Malaria, for instance, is an endemic disease peaking in the rainy season (July-October). Around 1,000 children die every year from the direct effects of malaria which also accounts for 20% of medical consultations at out-patient departments of government health facilities. Diarrheal diseases also exhibit seasonal patterns. Whereas 84% of the population have access to safe drinking water and 86% live in households with excreta disposal facilities, the incidence of diarrhoea remains high due to inadequate water handling practices and environmental sanitation exacerbated by uncontrolled runoff and flooding. Acute respiratory infections (including pneumonia) are second to malaria as the leading cause of morbidity and mortality especially among infants and young children. The British Medical Research Council (MRC) studies on infant mortality found out that 14% of under-five deaths in the central part of the country were attributable to acute respiratory tract infections.

Key social challenges/treats and effects on agricultural development and rural poverty

35. Gambia is a low-income country; according to the World Bank, GNP per capita in 2012 was USD 510, and around one third of the population lives below the international poverty line of US\$1.25 a day⁸. The country's human development index (HDI) in 2014 was 0.441, ranking it 172 out of 187 countries; poverty rates are higher (73.9%) in rural areas than urban (32.7%)⁹. Poverty affects an estimated 60% of the Gambia's population; while extreme poverty is mainly rural and affects more women and youth. The rural poor are essentially engaged in agricultural production on average land holdings of 2 hectare per household. Poor women headed households are slightly more prevalent than poor male headed households. Farmers remain the poorest socio-economic group and represent more than 60% of people living below the poverty line. The contribution of the agricultural sector to the creation of wealth and the acceleration of growth remains below the potential of the sector. The low productivity of the agro-pastoral sector, exacerbated by the climate crises and frequent natural disasters (drought, flooding, sand storms, and locusts, among others), has made the conditions of the poorest rural households (women and youth) even worse, leaving a large part of the population in situations of chronic vulnerability.
36. Targeting: has been a key challenge to reach the most vulnerable people in communities. Recent supervisions projects of IFAD revealed that the targeting tool needs to be strengthened with that all relevant indicators, disaggregated data by sex, age and ethnic minority, the head of household, small and medium-sized enterprise owner or group leader.
37. Nutrition: One study in 2013 estimated that at least 370,000 people are in need of either immediate humanitarian assistance or remain vulnerable and require some sort of support to strengthen their resilience to future crises¹⁰. Malnutrition is widespread, being most prevalent in the Local Government Areas (LGAs) of Kuntaur, Janjanbureh, Basse and Kerewan (all above 10%).
38. Gender equality and women's empowerment: Gender inequality remains a challenge that hinders efforts to achieve inclusive human development and economic growth. Women in the Gambia form a large proportion of the labour force in the agricultural and non-agricultural sectors and are responsible for guaranteeing their family's nutrition and food security. The gender gap in agricultural productivity is linked to unequal access to essential agricultural inputs such as land, labour, techniques and seeds, but also social institutions and norms. This gender gaps is still very significant and that traditional gender norms remain tenacious, (the result being that women and girls are at a disadvantage in both the public and private spheres), including land ownerships. This limit opportunities for investments.
39. Youth: In the Gambia, few young people see a future for themselves in agriculture or rural areas. Attracted by modernity and opportunities, rural Gambian millennials from families that are highly dependent on agriculture are migrating from rural areas to cities and abroad at an astounding rate. In most cases, once they reach their destination, they are forced to face unemployment, poor health conditions, social exclusion and inadequate living conditions in slums. They are also highly

⁸ Human Development Indices. Table 3: Human and income poverty, p.35. <http://hdr.undp.org/en/media/HDI-2008.EN-Tables.pdf>.

⁹ UNDP, 2014. The Gambia National Human Development Report 2014: Youth Development.

¹⁰ Based on projections of food insecurity situation following an October 2013 assessment conducted by the Prevention and Management of Food Crises Network (PREGEC), as well as other factors such as increases in commodity prices; resurgence of epidemics; prevalence of natural disasters; chronic shortages and limited access to basic social services.

vulnerable to radicalization by sex tourism, extremist groups and human traffickers, especially in the Sahel with Boko Haram. Rural-urban migration can also be highly gender-biased. However, because of the size of the country, agriculture could be very attractive to the bulge of youth living in cities and working in rural areas or vice versa.

The long term Solutions and opportunities on agriculture development and rural poverty.

40. To address the identified challenges and threats and achieve the SGDs, The Gambia must continue to improve its capacity to manage the environment and natural resources, particularly as the level of economic activity controlled by the private sector and potential environmental impacts increase. However, a number of barriers exist to implementing this consolidation and strengthening of the country's sustainable development efforts, as described below.
41. Inadequate land use and land right policies and lack of institutional capacity for land use planning: In The Gambia, government policies on, and definition of, ownership and user rights of natural resources are unclear, and there is a wide divergence between the perceptions of state agents and those of local communities on these issues. To improve the performance of the sector, the country should address the drivers of land degradation in an integrated manner, are sectorally fragmented, and as a consequence, land use conflicts between various groups and sectors persist and land uses in many instances are not compatible with land capacities. If left unaddressed, implement proper land reforms aligned on the National Adaptation Plan and the Climate Change Strategy, address adequately address wetland conservation and livelihood issues, and to facilitate the designation of more RAMSAR Sites in order to enhance biodiversity conservation. With regard to capacities, both institutional and human level, the country must invest in mainstreaming environment, climate and social inclusion issues into national planning processes, budget and investment and build the technical capacities of all actors
42. Absence of planning processes and local capacities / support to enable integrated application of sustainable natural resource management measures: The manipulation of fragile ecosystems for human habitation and other uses has increased the incidence of floods in both the rural and urban areas, and poor land use planning and management is identified as a critical factor contributing to this problem. The absence of insurance coverage for commercial operators in many sectors has increased the impact of natural and man-made disasters. Community capacities to participate in planning, implementation, and monitoring related to land use and management are extremely limited, compounded by low literacy rates and resource constraints, including the absence of basic facilitates and poor communication. The problem of access to basic ecological and socio-economic information and models for innovative practices is a constraint to adopting sustainable land management and land use planning practices, made worse by difficulties in accessing information concerning regulatory texts by the affected principal rural actors. Finally, adoption of sustainable land use practices and compliance with environmental laws and regulations will greatly depend on the awareness of the public of their environmental rights and responsibilities.
43. Lack of experience and models for integrated natural resources use planning, climate change management that reduces negative impacts on key ecosystems and biodiversity habitat from adjacent productive landscapes: The rotational grazing and decreased stocking rates in regions adjacent to protected areas is limited due to the lack of any landscape-level planning / management processes that address both productive and protected landscapes; a lack of experience and tested approaches for such processes; and inadequate infrastructure and technical

capacities. The lack of climate information's systems and infrastructures limit people awareness on climate information's for crop calendar and planning. This also limits the development of the insurance industry in the country to mitigate losses after droughts, heats and diseases. Proven Integrated business models which combine sustainable agriculture, livestock and are still not well disseminated and adopted. Training and financing programs remain limited as well inadequate financing, limited park facilities and infrastructure, and the failure to implement a systemic approach for biodiversity conservation and management of protected areas. Existing system of protected areas is not sufficiently connected by ecological corridors, and key areas remain entirely unprotected.

44. Inadequate protection of marine and coastal ecosystems and lack of experience and capacity for MPA management: At present, there are no MPAs in The Gambia, and those PAs that are located along the coastline (Niimi NP, Tanbi Wetland NP, and Tanji Bird Reserve) focus almost entirely on the conservation of terrestrial ecosystems. As a result, critical ecosystems including seagrass beds and coral reefs, and the biodiversity that they harbour, are not included in the national protected areas system at all, while other ecosystems such as mangroves, lagoons and coastal lakes are under-represented (contributing to the very high rates of mangrove loss in the country and the on-going degradation of coastal water bodies from sand mining and infrastructure development). Given the intense pressure on these vulnerable ecosystems, it is important to establish and operate marine protected areas, whether in coastal or offshore (e.g. submarine canyons) environments especially in a context of oil and gas development. If these barriers are tackling, the country could boost its agricultural sector in an integrated way with more targeted interventions in each sub sector.

Agricultural sector

45. Opportunities: Along the Gambian river, higher temperature might enable farmers to grow one more crop in a year than before. The Gambia's conventional long-term agricultural structure and patterns have changed due to climate warming, making it possible to develop multi-cropping systems in middle/high latitude regions. Compared with the cropping systems in the 1950–2000 and because of the move of isohyets' towards the south, the cropping system has significantly changed and shift from the north to the South and East. Regardless of crop varieties and changing socio-economic conditions, grain yield per hectare could increase twice if the single cropping system changed to an integrated farming (more crop, livestock and fishery)
46. Challenges: Rice, maize and millet are the top three crops grown by the Gambian farmers. The introduction of new crops not well known and culturally absent in the diet may take time unless it is a cash crop (i.e. Cashew). The particular crops that have been most affected by climate change and should be respectively Millet and Maize in Semi-arid areas and Rice along the River. South Est remain the most vulnerable region to climate change while the North Bank, Western and Lower Bank may face environmental challenges with the oil exploration and saline intrusion

Forestry sector

47. **Opportunities:** In the context of global and regional warming, Tree cash crops such as cashew could provide higher income to small holder farmers. **Mangroves** are also critical to habitat for many species of fish and wildlife and source of livelihood for people. Largescale implementation of the Ecosystem-based Adaptation (EbA) approach in participation with vulnerable rural communities in Community Forests (CFs) and Community Protected Areas (CPAs) are potential solutions under this new investment.

48. **Challenges:** Higher temperatures have a detrimental effect on the mangrove forests, and some forest species. The occurrence cycles of pests and diseases have shortened; their distribution ranges have expanded

Livestock sector

49. **Opportunities:** With climate change and degradation of natural resources, the Gambia could modernize its livestock and animal husbandry through integrated farming systems with modern farms and species and breeds with short cycles of production, animal genetic resources management and **pastoral sedentarisation**
50. **Challenges:** Although livestock contributes to the emission of CO₂, the current population of livestock in the Gambia and the rearing systems contribute less to global emissions. Higher temperatures have a detrimental effect on the production system (meat and milk) and increases the cycles of pests and diseases and animal epidemics.
51. **Disasters:** The Gambia is among the most disaster-prone countries in the region as agro-meteorological natural hazards (drought, locust invasions, floods) impact millions of smallholders. Such meteorological disaster loss translated into average annual grain losses and provoked direct economic losses and spurred migration of many young people.

C. Country responses, coping strategies and priorities

Policy responses and institutional framework.

52. Country responses to climate change and environmental degradation are compounded in the following policies: fully aligned on the National Development Plan (2018-2021). These are The national climate change policy of the Gambia; National Adaptation Plan (NAP) process in the Gambia; National Policies on Climate Change, Agriculture and Natural Resources; The Government Nationally Determined Contribution Plans; Forestry sub-sector policy 2010-2019; Anti-littering regulations; Hazardous chemicals regulations; Environmental impacts assessment regulations.
53. Other plans include the Gambia Environment Action Plan (GEAP), the National Environmental Management Act (NEMA), the Agriculture and Natural Resources (ANR) policy, the National Biodiversity Strategy and Action Plan (NBSAP), the Fisheries Policy, and the Forestry Policy. In turn, all of these policies fed into the medium-term national development strategy and investment plan known as the Programme for Accelerated Growth and Employment (PAGE) developed in 2012, which aims to improve livelihoods and food security, and reduce the poverty of populations that depend on the Gambia's natural resources (including rangeland, forests, fisheries, and wildlife) through sustainable management and use of these resources.
54. At the institutional level, the mandate of the National Environment Agency (NEA) is largely one of coordination, advice and consultation, including overseeing implementation of the GEAP, as well as overseeing environmental quality and monitoring standards and controlling the importation and use of pesticides and hazardous chemicals. The Ministry of Agriculture and the Ministry of Environment have traditionally had the most direct role in land-use and management, and are responsible for policies, plans and programs that ensure sustainable land management. The National Agricultural Research Institute (NARI) manages an agricultural research system that develops appropriate technologies (i.e. integrated pest management, biological pest control mechanisms, soil fertility amendment strategies etc.) for farmers. The *Department of Parks and Wildlife Management* (DPWM) is the government agency responsible for the protection and the management of the nation's wildlife resources, and has jurisdiction over wildlife

both within and outside of wildlife protected areas. The Department of Forestry is mandated to manage 30% of the total land area under forest with a view to enhancing environmental protection through minimizing soil degradation and erosion, maintaining river bank stability, protecting wetlands and improving, conserving and preserving biodiversity. Other agencies with responsibilities relevant to the proposed project include the departments of *Community Development, Livestock Services, Water Resources, Agricultural Services, Fisheries, and Physical Planning*, as well as the *National Disaster Management Agency (NDMA)* and the *Gambia Bureau of Statistics (GBOS)*. The *National Environment Management Council (NEMC)* has the overarching role of overseeing environmental governance.

Strategic and operational priorities:

55. COSOP Priorities on Environmental Sustainability, Climate Change for Social Development: The proposed COSOP is underpinned by the logic of accelerating inclusive, sustainable economic growth, reinforced by a holistic resilience-building approach to climate change that promotes sustainable management of natural resources, and the environment, through capacity-building of national institutions and communities, focusing on two strategic objectives areas with multiplier effects. To achieve these objectives; the SECAP COSOP recommend the following :
56. Real opportunities to create impact on the poorest while building their resilience to climate: The Gambia COSOP will contribute to make the on-going process of rural transformation inclusive and sustainable by specifically supporting smallholders in remote and marginalized areas. To contribute to this goal, the IFAD-supported country programme will focus on pursuing two strategic objectives, which have been chosen on the basis of IFAD strategic vision and comparative advantage, its global and in-country experience, and taking into consideration the shift in emphasis in the last COSOP and the national context. This COSOP should promote better targeting focusing on women and youth.
57. Climate Risk informed policies and investments: While The Gambia is making progress in agricultural investments and infrastructures along the Gambia River to expand arable land and productivity and reduce poor people's vulnerability to natural hazards, food insecurity and nutrition, the nature of risks and exposure to disasters are evolving. Specific efforts will be required to ensure that the Gambia's large investments in the agricultural sector including infrastructures to prevent and manage climate extremes (drought, flooding, salinization, locusts) and harsh environments (land degradation), both domestic and international – are risk-informed and contribute to building resilience.
58. Safeguarding and De-risking IFAD future investments in the Gambia. Future IFAD investment opportunities and project interventions in the Gambia should not have significant adverse environmental or social impacts or contribute to the climate change. **However, because of** climate change risks and impacts on the country and agriculture, which is still heavily dependent on rainfall and in accordance with IFAD SECAP, the future project have been classified under **category B** for the preliminary environmental and social impact assessment and **HIGH Preliminary classification of climate risk.**
59. Mobilising and Blending Climate and environmental finance to address climate change to build the resilience of smallholder farmers: As an LDC, The Gambia's domestic financing is not sufficient to cover project investments–Official Development Assistance still finances approximately 60.2% of the country's annual budget. The country is one of the most vulnerable to climate change with ecosystems with international importance, the Gambia has the possibility to mobilise environmental and climate funding from the GCF, GEF and AF. Under this COSOP, Gambia could raise an allocation of 10 Million USD from the Adaptation

Fund from the country allocation and a portion of 14 million USD from the regional grant; more climate finance up to 50 million depending on the size of the portfolio from the GCF as the country just mobilised 20 M for ecosystem based adaptation; and the GEF 7 star allocation which is 10 M for climate change, biodiversity and land degradation. Additionally the GEF has additional resources for Impact programs dedicated to food security, biomes, land degradation and commodities.

60. Non lending activities, Policy dialogue, agricultural policy reform for resilience development: The target areas of IFAD funded programs are located along the Gambian River and characterised by limited productive land from the river to the borders. Despite water availability and land for agriculture, pervasive poverty and livelihood insecurity are high due to the high dependence of the local population on rainfed, subsistence agriculture already significantly affected by rising temperatures and unpredictable rainfall patterns and salinization. Cross coordination is needed between sector line ministries (economy and finance; environment, agriculture, livestock, water resource management, local government) to undertake profound reforms and increased resilience; improved absorptive capacities of the government as well as adaptive and transformative capacities of at-risk communities. IFAD should therefore contribute to country policy planning processes with evidence-based policymaking, coordination with sectors ministries to implement the Paris Climate Agreement and report the NDCs, support the mainstreaming of climate into agricultural sector plan, national development and implementation of innovative portfolios of climate-resilient and low emissions investments. IFAD investments should focus on integrated climate risk management in agriculture which combine, risk assessment and management; risk preparedness with development of early warning systems; risk reduction with the right adaptation options along the selected value chain and risk transfers to reduce vulnerability across key sectors.

Other operational considerations

61. Government policies: The new Gambia government attached great importance to rural development, environmental protection, climate change and poverty alleviation, jobs creation both for youth and women. The individual ministries formulated a series of policies, master plans and action plans to carry out the strategies. The Ministry of Agriculture and other ministries issued several action plans to deal with the rural development and agricultural environment protection.
62. Farmers' interests in participation: Farmers including youth and women are interested in high income and good environment, but the challenge is how to organize them for collective action. Citizen engagement and shadow reporting must be adopted under this COSOP to ensure a full participation of youth in a new integrated farming approach which combines sustainable agriculture, livestock and fishing. The civil society could play a key role in organizing farmers.
63. Pilot and demonstration: IFAD's project intervention could either take place in the existing government demonstration zones, or be piloted in selected areas outside these zones. Integrated business farming models should be tested along the Gambian River.
64. Role of government, farmers, and the market: The government has clear goals on environment, climate change, and poverty alleviation. IFAD's project interventions will contribute to it. Most of government policies, technological extension, and plans are top-down in nature should be designed in a way that they attract youth. IFAD should take its advantages of rich international experiences such as participatory approaches on integrated farming in the region and other parts of the world

Strategic adaptation and alternatives options for the RB –COSOP

Table 1: Adaptation options by sector (UNEP, 2012).

Sector	Adaptation mechanism	Description
Forestry	<i>Establishment and expansion of community natural forests, plantations, national parks and forest parks</i>	As an adaptation measure with mitigation co-benefits, the proposed action should enhance the resilience of forest ecosystems including provisioning functions in support of sustainable livelihood of direct beneficiaries. The activity will empower communities with the legal security, skills and knowledge necessary to rationally utilize their natural resources and conserve the remaining biodiversity.
	<i>Expansion and intensification of agro-forestry and re-forestation activities</i>	This adaptation measure which targets specific areas across the country will enhance the contributions of restored forest ecosystems to forest-based poverty alleviation, and, more broadly, to other national economic goals. The measure is expected to achieve the following:
	<i>Mainstreaming climate change in forest policies and plans</i>	In order to be fully responsive to the challenges of climate change, forestry sector policies and programs need to incorporate the realities of climate change.
Rangelands	<i>Development and implementation of effective policies on integrated natural resources management</i>	The negative impacts of climate change on rangelands can be attenuated through formulation and implementation of effective policies that seek to improve production and also take into consideration the needs of other natural resources-based sectors of the economy.
	<i>Restoration of rangeland landscape</i>	This adaptation option includes the manipulation and monitoring of animal stocking rates, institutionalization of strict grazing controls and management of the vegetation and soils.
	<i>New management strategies</i>	New strategies consist of a combination of measures including active selection of plant species, and stimulation of livestock economy to encourage owners to supply livestock and meat products on local/regional markets. .
Health	<i>Vector control program</i>	Health impacts from malaria will need investment in social mobilization and education, prevention techniques such as mosquito repellents, insecticide treated nets, (ITN) low-cost anti-malarial drugs. Use of ITNs in particular has been shown to reduce malarial morbidity and mortality in The Gambia.
	<i>Continuous public health education and awareness creation program</i>	Health education and awareness-raising are conducted at community level to help audiences in their decision-making on thematic issues. Health education and promotion programs should therefore incorporate elements of climate
	<i>Integrated disease surveillance and response</i>	Disease surveillance is a fundamental building block of infectious disease control programme. In this regard, there is a clear need to create or improve on the design of health databases, and strengthening of the integrated disease surveillance programme of MOHSW.
	<i>Nutritional support to vulnerable groups</i>	The National AIDS Secretariat with support from the global fund assists the ministry by providing nutritional support to vulnerable groups and their family members
	<i>Public health infrastructure</i>	Proper waste disposal should be promoted to prevent pathogenic and toxic contamination during floods. There are numerous tools and technologies that can be used to reduce the impacts of climate variability on the health of vulnerable human populations. In Kanifing Municipal Council (KMC), these include promotion of healthy housing environment and enforcement of building regulations. In areas where people depend on untreated water, reliable and safe drinking water as well as the use of simple measures such as proper storage of drinking water in narrow-mouthed vessels, filtering drinking water and use of use of chlorine tablets.
	<i>Vaccination programme</i>	Under its Expanded Programme of Immunization, The Gambia has one of the highest coverage of immunization in the West Africa sub region. Vaccination campaigns for all possible diseases need to be supported. Yellow fever vaccine is

Sector	Adaptation mechanism	Description	
		administered at the age of 9 months in all RCH clinics throughout the country. Meningitis vaccine is given only to Muslim pilgrims prior to the annual hajj and when an outbreak of the disease threatens.	
Agriculture	<i>Technical adaptation measures</i>	Selection of drought-, pest- disease-, and salinity-resistant, high-yield crop varieties under local conditions. For this purpose the genetic potential of local crop species must be investigated and specimens stored in seed banks;	
		Change in planting dates and replacement of long-duration upland and lowland rice varieties with short-duration varieties	
		Demonstration, promotion and diffusion of improved post-harvest technologies. This will have the long-term effect of reducing extensive cultivation of marginal lands	
	<i>Regulatory measures</i>	<i>adaptation</i>	Discouraging cultivation on marginal areas
			Cooked food waste reduction
			Diversification of eating habit (change from rice to other cereals)
	<i>Livestock</i>		Increase fodder production from intensive feed gardens
			Promote crop/livestock integration;
			Improve feed conservation techniques and access to supplements
			Engage with other institutions, for example, the International Trypanotolerance Centre (ITC), to explore the potential of intensive livestock production systems in different areas in The Gambia
		Further explore opportunities for selective/cross-breeding of Ndama cows with higher milk-producing breeds	
Infrastructures	Roads, dams, bridges, lands; irrigation systems, oil plans	Conduct all EMSF and ESMPs that address potential environmental and social issues and ensure adherence to SECAP and adhere to international sustainability standards, a detailed EMSF with ESMPs in each site and attached budget was developed. For each of the potential environmental and climate impacts per site and along the entire value chain , the plans indicate a significance rating and (geographical) extent/prevalence of each impact, recommend mitigation measures, identify who is responsible for implementation of the mitigation measures, how implementation can be verified, and how frequently and with which budget	
Climate Change	Climate risks preparedness reduction, and risk transfers	Introduce crop/livestock insurance policies; Sustainable renewable to energize the agricultural value chain ;Weather forecasts are broadcasted on private local radio stations; set up early warning systems on climate-related natural hazards;_enhanced research and awareness building and training on CC	

Fragility assessment note

The Gambia has become increasingly fragile over the past decade, even as the region has become somewhat more stable overall. The key drivers of fragility and resilience in the Gambia are : i) political instability ii) slow growth, high inequality, and unsustainable fiscal balances iii) the limited capacity of the public administration iv) structural vulnerabilities and exogenous shocks v) regional instability and external relations. In the rural sector, several drivers of fragility identified are related to long-term structural vulnerabilities and short-term economic shocks are increasing food insecurity. Because of the country's dependence on rain fed agriculture and tidal irrigation, the sector is exposed to increasingly frequent weather-related shocks and increasing salinization of lowland rice producing areas and food production is far below demand, necessitating significant food imports paid with scarce foreign currency. Persistent food insecurity is fueling large-scale migration and emigration and reducing needed agricultural labour. Weather-related shocks and long-term climate change is impacting agricultural productivity. Agriculture is depleting water and forest resources in order to meet the demands of a growing urban population. Deforestation and desertification are damaging local ecosystems. The country is considered to be on the verge of a nutrition emergency with stunting affecting 25% of children under five years and undernourishment impacting 20% of pregnant women. Combined, these drivers of fragility hinder economic growth and prevent the country to achieve rural transformation.

The effects of the country's fragility on the agricultural sector

The fragility factors listed above have had effects on the agricultural sector and economic growth. These effects can be summarized as follows:

- **The agricultural sector in the region is still marked by low productivity and high vulnerability because of climate change and climate variability:** The Gambia's largely rain-fed agricultural sector is heavily exposed to weather-related shocks especially climate change and climate variability (floods, drought, diseases and pests, salinization) and aggregate food production is far below aggregate demand. The Gambia relies on imports for nearly half of its cereal consumption, and global food prices and exchange-rate dynamics strongly influence domestic prices. The substantial depreciation of the Gambian dalasi in recent years has increased domestic food prices, contributing to food insecurity and malnutrition
- **Environmental degradation is as a major source of fragility:** Various forms of environmental damage combined with short-term weather-related shocks and long-term climate change are reducing agricultural output. Agriculture in turn is putting considerable strain on forests and water resources, as the sector struggles to meet the demands of a growing urban economy. As the most densely populated country in the sub region, rapid population growth is intensifying environmental pressure, and the country's weak public institutions are incapable of enforcing environmental protections. Unsustainable agricultural practices are exacerbating economic vulnerability and food insecurity among rural communities, with negative implications for overall fragility
- **The country is on the verge of a nutrition emergency:** As of August 2016, an estimated 551,000 people were food insecure, with 60,726 suffering from extreme food insecurity.⁵³ The acute malnutrition rate rose from 9.5 percent in 2010 to 9.9 percent in 2015. This is the consequence of declined production due to climate change and environmental degradation and not appropriate agricultural policies, and emigration
- **Large-scale emigration is draining the country of its most educated and productive workers especially in rural areas:** Despite the country's small size, Gambians represent the second-largest number of African migrants arriving in Italy by sea. By 2013, The Gambia had the tenth-highest net migration rate in Africa, at

2.34 migrants per thousand people. As result, there is shortage of agricultural labour and modernization due to the rural exodus of young rural people.

- **Need to reforming the civil service and rebuilding the government's overall institutional capacity** will require a long-term political commitment supported by sustained external financial and technical assistance. Lack of public administration capacity to efficiently deliver essential services, and its institutional deficiencies are a major obstacle to reform especially in the agricultural sector. 22 years of authoritarian regime has led to eroding capacities and skills in public administration, agricultural service providers, research, extension services...
- **Land tenure and security is a prerequisite for investment and attract youth and women:** In recent years, as demographic shifts have reduced the male population in rural areas, women have taken on more responsibilities in agricultural and livestock production, as well as local decision-making. Greater economic participation by women has been shown to increase community resilience. Furthermore, access to assets by youth will generate more jobs and attract more investments on youth and modernization of agriculture

The new government faces enormous challenges as it strives to accelerate growth, restore fiscal stability, and maintain sustainable debt dynamics. The Barrow administration inherited an economy on the verge of crisis. The government lacks access to international financial markets and relies on costly domestic borrowing to finance a large structural fiscal deficit. With net domestic borrowing exceeding 10 percent of GDP, the domestic financial sector is highly exposed to sovereign risk. Several key state-owned enterprises regularly generate large contingent liabilities and extrabudgetary spending, and agriculture remains a strategic sector for the economy.

Potential risks on country programme and mitigation measure

With the various scenarios presented above, the potential country program risks and mitigation measures are summarized in the table below:

Risks and Mitigation Measures

Scenarios	Key Risks	Mitigation measures
Base scenario: The government's commitment to further increase public investment	Climate Change, Environmental degradation, lack of institutional capacity, lack of access to inputs, social exclusion and political or land conflicts	<ul style="list-style-type: none"> - Adopt climate change adaptation and mitigation strategies and concretes measures and climate finance mobilization to support the country meet its SDGs and the Paris Climate Deal (NDCs) - Social inclusion and participation of youth and women, mobilising the diaspora and capacity-building and support reforms through policy dialogue, awareness
High scenario: country is able to borrow more	Climate Change, Environmental degradation, lack of institutional capacity, lack of access to inputs, social exclusion and political or land conflicts, malnutrition	<ul style="list-style-type: none"> - Adopt climate change adaptation and mitigation strategies and concretes measures and climate finance mobilization to support the country meet its SDGs and the Paris Climate Deal (NDCs) - Social inclusion and participation of youth and women, mobilising the diaspora and capacity building and support reforms through policy dialogue - More policy dialogue to better invest in Youth/Women and market value chains, public awareness
Low scenario: Suspension of the loan or donation	Climate Change, environmental degradation, lack of access to inputs, lack of institutional capacity, social exclusion and political or land conflicts, malnutrition	<ul style="list-style-type: none"> - Redesigning the project and close assessment of the fragility situation , - Build the strategic partnership on how to operate and adapt it to the context of fragility. - Reduce the size of the operation teams

		and rely on local staff and provide technical assistance - Establish strategic partnerships with the private sector, humanitarian aid agencies and civil society on the basis of measurable results.
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Agreement at completion point

A. Introduction

1. This is the first country programme evaluation (CPE) by the Independent Office of Evaluation of IFAD in The Gambia since the Fund started its operations in the country in 1982. The main objectives of this evaluation were to: (i) assess the performance and impact of IFAD-supported operations in The Gambia; and (ii) generate a series of findings and recommendations to serve as building blocks for the future cooperation between IFAD and the Government. The CPE would inform the future IFAD country strategy in the Gambia.
2. Based on the analysis of cooperation during the period 2004 and 2014, the CPE aims at providing an overarching assessment of: (i) the performance and impact of programmes and projects supported by IFAD operations; (ii) the performance and results of IFAD's non-lending activities in The Gambia: policy dialogue, knowledge management and partnership-building; (iii) the relevance and effectiveness of IFAD's country strategic opportunities programmes (COSOPs); and (iv) overall management of the country programme. This agreement at completion point (ACP) contains a summary of the main findings and recommendations from the CPE.
3. The ACP has been reached between the IFAD Management and the Government of The Gambia, and reflects their understanding of the main findings from the CPE as well as their commitment to adopt and implement the recommendations contained in section C of the ACP within specified timeframes.
4. It is noted that IOE does not sign the ACP, although it facilitated the process leading up to its conclusion. The implementation of the recommendations agreed upon will be tracked through the President's Report on the Implementation Status of Evaluation Recommendations and Management Actions, which is presented to the IFAD Executive Board on an annual basis by the Fund's Management.

B. Main evaluation findings

5. The IFAD supported interventions demonstrated a moderately unsatisfactory performance, caused by, among other reasons, weak institutions and overreliance on one ministry (i.e., The Ministry of Agriculture), with frequent and unpredictable staff turnover. External factors such as climate change related issues, migration of youth and low literacy level of beneficiaries influenced performance.
6. The COSOP provided a useful strategic framework, ensuring that the context in which project designs were undertaken was clear, and highlighting existing challenges. This current COSOP has however not been revised for 12 years. The absence of a more current country strategy did not allow for a timely adaptation of the country programme based on lessons learned, leading to a less efficient and effective performance, and giving rise to sub-optimal impact and sustainability of benefits.
7. The COSOP did not comprise a detailed targeting strategy that took into account key characteristics of target groups and the unequal distribution of poverty. It also did not adequately underline how women and youth would be reached. Though in many cases, poor farmers were targeted and women were included, remote poorer villages at times were excluded from IFAD assistance.
8. Sustainability of benefits was weak. Even though an increasing focus on sustainability was found over the years, it was certainly not optimal. Beneficiary engagement and ownership was found often insufficient, in part due to the

longstanding in-country practice of free hand-outs and untargeted government subsidies which has resulted in limited awareness of rural actors and lack of incentives for the implementation of specific mechanisms to sustainability such as financial contributions of infrastructure operational and maintenance or digressive or time-bound subsidies Training was provided, but often as a one-time input and it lacked required consistent follow up to ensure ownership and maintenance of infrastructure.

9. The type of infrastructure provided by some key projects (e.g. PIWAMP) did not encourage ownership, as it required significant labour inputs by the communities and yet the benefits were only short-lived. After the initial training, no further support or capacity-building has been provided and the communities were often not able to maintain the structures by themselves.
10. The capacity and sometimes the political will of government in promoting sustainability of benefits have been limited; they lacked financial and human resources and sometimes also technical capacity. In designing the Nema project, IFAD moved towards sturdier durable infrastructure, but had not simultaneously fully convinced the government to adopt the infrastructure as a public good to ensure its sustainability.
11. Sustainability of the VISACA network and the V-APEX was also weak. The VISACA network was not efficiently managed and has not been able to effectively finance the development of agriculture. The V-APEX, due to its late implementation, was not able to strengthen and support the capacity and sustainability of the VISACA network; coupled with the poor performance of individual VISACAs, no stable basis was created to attract financing from the formal sector. Inadequacies such as VISACAs' resource mobilization and loan and savings mismatch have hampered the sound development of VISACAs.
12. The dichotomy introduced within PIWAMP by field coordination activities and responsibilities divided between Upland and Lowland Coordinators inhibited the coherent implementation of the watershed approach, which needs an integrated approach in planning, execution and administration of activities. Integration was also lacking in parts of the LHDP project, where value chain activities were not linked with agricultural production or building on agricultural knowledge. Notwithstanding the increased understanding among project staff with the introduction of the Country Programme Approach (CPA), linkage between the various projects was virtually absent. There has not been sufficiently focused support for more diversification of agricultural production from rice to exploit market opportunities. Moreover, the lack of a structured value chain approach hampered the beneficiaries to enjoy the full profit of their improved production.
13. IFAD has not yet sufficiently developed partnerships with a wider range of institutions. The partnership with the Ministry of Finance has been good. However, the partnership with the Ministry of Agriculture has been more problematic: its limited capacity has been overstretched and the Ministry sometimes got involved in activities beyond its mandate. There are other Ministries with relevant mandates, such as the Ministry of Youth, the Ministry of Environment Climate Change Water & Wildlife, the Ministry of Women's Affairs, the Ministry of Local Government Lands, the Ministry of Trade and Ministry of Education, that could be engaged in IFAD-supported projects. Moreover, only RFCIP included NGOs as partners, even if NGOs are useful in ensuring better community engagement and ownership of activities. Partnership with other donors and UN sister agencies was not sufficiently pursued either. Finally, there was insufficient effort to foster a partnership with the private sector on operationalizing the value chain development approach.

14. Though some innovations have been introduced, not enough support and stimulation of innovation had been realized by full inclusion of such activities and by exposure of beneficiaries to existing initiatives in marketing and food processing. Implementing innovations was insufficiently coupled with an emphasis on exchange of learning with and between project staff, government bodies and beneficiaries.
15. The portfolio had helped women to increase their productivity and income. The improved access to rice cultivation areas, while of potential great benefit to household food security, involves greater workload for women. Where vegetable gardens are supported, women are the main producers and responsible for the additional task. Though IFAD's gender policy addresses avoiding women's drudgery, the project designs had not incorporated adaptive measures, such as provision of transport means and labour saving equipment and ensuring availability of water.
16. Evidence of increasing empowerment of women seems inconclusive; though women were included in committees and management of VISACAs, their role in community and household decision-making had not notably improved. Cultural aspects and lack of mutual understanding and acceptance of a more equal role for women and men were still inhibiting women's empowerment. IFAD supported economic empowerment was often at least temporary linked to improved decision-making, but when the income decreased again as a result of short infrastructure lifespan, both forms of empowerment dwindled simultaneously.
17. A detailed gender analysis had not been conducted at the start of projects and though activities were often beneficial to women, they had not been fine-tuned to the roles and opportunities of women, men, boys and girls. Though almost 20 per cent of households were found to be female headed, no specific support had been included for such households. Gender mainstreaming had not been fully observed either, as the number of female staff among project staff and extensionists was negligible.
18. In most cases, beneficiaries had been consulted at the very onset and they also had been able to request for support, but the existence of a predefined checklist limited their freedom to fully voice their needs. When the overall design was over, however, beneficiaries were no longer involved in development of details. This may have led to activities not being entirely suitable to the local context or to the beneficiaries need, such as in the case of livestock houses, services offered by VISACAs or value chain.
19. Support to actors along the value chain and value chain activities was planned in the design of IFAD-supported projects, in line with government policies and strategies. Evidence of support to value chain was found in the field and in reports, but the approach was piecemeal. The bulk of IFAD interventions supported increasing production and productivity for both men and women, which was a valuable achievement, but was most limited to these aspects. Value chain development support should have been provided in a structural manner including storage, processing and/or transportation of products for better access to markets. This support was only available for a relatively small number of beneficiaries.
20. Overall, the IFAD portfolio has not been successful in providing access to rural finance. For instance, not only was sustainability of rural financial services limited, outreach was found much lower in the field than planned and reported. Large numbers of VISACAs members, cashiers and committees' members have been trained, but the poor governance and financial performance of many VISACAs

indicate that managerial and other credit management skills are still insufficient. Capacity building provided to institutes like the Central Bank Microfinance Department and National Association of Cooperative Credit Unions in The Gambia (NACCUG) proved to be more efficient.

Agreement at completion point

21. The CPE made five recommendations as summarized below. For each recommendation, the ACP underlines the actions the Government and IFAD plan to undertake for their implementation together with a timeline.
22. **Recommendation 1: Develop a new country strategy, clearly reflecting on IFAD's niche and comparative advantage.** IFAD and the Government of The Gambia should develop a new country strategy involving broad-ranging consultations with Government officials, potential beneficiaries and other key stakeholders prior to further financing, building on the CPE's recommendations and lessons from past activities. The new country strategy should be designed based on an in-depth needs and situation analysis, outlining short, medium and long-term needs and opportunities and taking into account the strategy and interventions of other development partners, and be aligned with the policies and strategies of the government (including the new Gambia National Agricultural Investment Programme under development).
23. The new country strategy should, among others, present a broad poverty targeting strategy, with due attention to women and youth, as a basis for future interventions and indicate how partnerships with various actors will be enhanced. The document should also discuss opportunities for IFAD to support much needed reforms in the agriculture sector, in partnership with other key stakeholders and development partners, with the overall aim to improve the investment and delivery in the sector for sustainable results and impact for the rural poor.
24. **Proposed follow-up:** IFAD Management and The Government of The Gambia are in agreement with this recommendation.
25. *A Country Strategy Note (CSN) will be developed and anchored on Government's pipeline Agricultural Transformation Programme (ATP) which is being supported by African Development Bank. The CSN will also take into account Government's strategies, programmes and sectorial policies (e.g. National Development Strategy, the Programme for Accelerated Growth and Employment successor (PAGE), successors of Gambia National Agricultural Investment Plan-GNAIP and Agriculture and Natural Resource Sector Policy, National Water Policy, National Climate Change Policy, among others). The preparation process of this CSN will be anchored on indepth design analysis of Livestock and Horticulture Development Project (LHDP) and Nema as well as draw lessons from two Project Completion Reviews on targeting, poverty, gender and youth in order to clearly re-position IFAD's priorities and deepen strategic partnership. Government will ensure IFAD active participation in ATP process with a view to strengthen policy engagement on agricultural sector reform and holistic targeting approach on investing in rural poor people.*
26. **Deadline date for implementation:** *A Country Strategy Note, to be anchored on the finalized ATP, is planned to be presented to September 2017 IFAD Executive Board*
27. **Entities responsible for implementation:** *Ministry of Finance and Economic Affairs, Ministry of Agriculture in coordination with the Agriculture & Natural Resource Thematic Working Group and IFAD.*

28. **Recommendation 2: Strengthen project management performance and oversight for effective and efficient delivery mechanisms in the Government for sustainable results and impact.**
29. In order to ensure the quality and continuity of project staff as one of the key elements for improved project management and implementation, it is recommended that Government clearly establish a transparent procedure for staff recruitment/assignment, as well as for their performance management in close consultation with IFAD. Any changes of staff assigned to IFAD-supported projects should be undertaken following the required consultation between the Government and IFAD, and based on proof of misconduct or unsuitability of the staff member in question, when necessary. This provision should be included in the loan financing agreements of IFAD operations in the country and IFAD should consider suspension of loans should this provision not be complied.
30. The role of Project Steering Committees (PSCs), as an oversight mechanism, is critical for effectively guiding project implementation. In this regard, IFAD and the Government should ensure that the PSC with appropriate representation (in terms of calibre/levels and institutions, including various relevant partners and not only the government agencies) effectively fulfil its mandate and maintain the quality advisory guidance on both strategic and policy related matters of these projects/programmes. IFAD, in close collaboration with the Government, should monitor the functioning and performance of the PSC and should provide guidance where necessary.
31. IFAD should further support strengthening the capacity of the Ministry of Agriculture in the long-term. In particular, the agricultural monitoring and evaluation (M&E) framework and systems need to be further developed and fully implemented, and the M&E systems in IFAD-supported operations should be aligned. Data collection and analysis should not only be confined to outputs, but also be extended to outcomes and impact. In this regard, the Ministry should make available sufficient staff and financial resources for M&E activities, both at institutional and project levels. Furthermore, adjustments to project design and implementation should be proactively made based on the M&E findings, and M&E systems should collect, analyse and report data in a gender-disaggregated manner.
32. **Proposed follow-up: IFAD Management and the Government of The Gambia agree to this recommendation and specific actions to be pursued are:**
1. *IFAD and the Government of The Gambia will maintain the well-established competitive process for project staff recruitment involving IFAD's participation as an observer in key staff recruitment. Ministry of Agriculture is currently undergoing a management reform aimed at institutionalizing results oriented project management by developing a framework for project delivery and management. By capitalizing on annual staff performance appraisal system in LHDP and Nema, IFAD will continue to dialogue with Government with the aim to streamline and enforce performance appraisal mechanisms to manage project staff emphasizing competence-based appraisal process as well as promoting gender equality in all the project staff recruitment process. The Government's Personnel Management Office (under the Office of President) will be co-opted into the Ministry of Agriculture's (MoAs) core team in charge of performance management in order ensure that the defined project staff performance framework are consistent with the guidelines, procedures and regulations of The Gambian Public Service Commission. Government will ensure IFAD's active participation in the definition of minimum level of staff performance appraisal to warrant corrective actions and IFAD will further*

negotiate with Government to ensure provisions from the General Orders are appropriately captured in design documents including financing agreements. These will be monitored regularly with a view to take proactive measures for any breach of the financing agreements concerning project staff performance management.

2. IFAD, will continue to align its projects with overall sector coordination mechanisms under the Central Project Coordination Unit (MoA-CPCU), and in close consultations with development partners, will continue to strengthen the complementary coordination capacity of the CPCU to enhance its effectiveness and efficiency in AgSector coordination mechanism to drive the harmonization, streamlining and alignment of procedures and processes among projects. IFAD priority support will be ensuring the full operationalization of the Ag Sector M&E system including Nema's continuous strengthening the reporting capacities of farmers/kafo groups through ongoing functional literacy programme as well as strengthening their capacities with tools for capturing, recording and sharing of innovation and best practices within the framework of a Knowledge Management and Communication approach. Key MoA staff capacity will continue to be strengthened on M&E system through IFAD regional grants and corporate initiatives to ensure priority on reporting consistently on outcome and impact levels.

3. IFAD and Government will monitor PSC performance regularly in order to proactively address any potential risk that will militate against projects performance.

33. Deadline date for implementation:

- 1. By December 2016 for institutionalized performance framework with IFAD involvement and annual project staff performance appraisal by core team with PMO co-opted.*
- 2. Support to CPCU will be continuous and prioritized based on demand. Full operation of Ag Sectoral M&E and Knowledge Management system by December 2016 and monitored annually.*
- 3. Annual monitoring of PSC performance aligned to project supervision and midterm review missions.*

Entities responsible for implementation:

1. MoA, IFAD and PMO
2. IFAD, MoA-CPCU, Development Partners and Nema
3. IFAD and MoA

34. Recommendation 3: Establish strong and comprehensive partnerships. In particular, IFAD should extend its partnership to more and varied institutions including other development partners, NGOs and civil society organizations, the private sector, relevant government departments/agencies and UN agencies.

35. In addition to the Ministry of Agriculture and the Ministry of Finance and Economic Affairs, IFAD should expand its cooperation with other concerned Ministries such as the Ministry of Youth, the Ministry of Environment Climate Change Water & Wildlife, the Ministry of Women's Affairs, the Ministry of Local Government and the Ministry of Trade. They all play critical roles in the development of the country's agriculture and rural sector, in line with their respective mandates and comparative advantage.

36. The regular occurrence of droughts and floods and related consequences still at times warrant the involvement of the international development actors together

with NGOs and the government to address the emergency needs of the rural poor. In general, it is important that IFAD builds up strong ties with international development partners such as UN agencies including Rome-Based Agencies, NGOs and civil society organizations. The latter are specifically instrumental in ensuring better community engagement and ownership of activities for better sustainability of benefits.

37. In order to establish a sustainable pathway to long-term development, not only is policy and strategy development by government important, but also the input of the private sector by investing in and stimulating of production, value chain development and market access. The private sector plays an important role in this process and IFAD can also play a pivotal role in linking up to them. Since IFAD already has a good partnership with several public agencies, developing a strong partnership with private sector would be useful.

Proposed follow-up: *IFAD Management and the Government of The Gambia agree to this recommendation.*

4. Partnership will continue to be proactively strengthened at all levels. However, continuous interactions with key development partners and NGOs have recently become less regular as a result of many of them having either relocated their offices to other countries or scaled back their operations in view of the evolving country context. All the same, IFAD and Government acknowledge that more proactive efforts are needed in broadening and deepening the appropriate strategic partnership with development partners including UN Agencies to be concretized within the framework of Agricultural Transformation Programme-ATP. The ATP will define the partnership accountability processes to ensure clear division of labour with explicit rationale for partnership contributions and attributions to attainment of ATP. IFAD will continue to further strengthen its ongoing partnership with African Development Bank (AfDB) and Islamic Development Bank as current cofinanciers of Nema and at the same explore more future cofinancing opportunities.

5. Extension of partnership with other relevant Ministries will be pursued beyond the PSC and decentralized implementation arrangements. Further interventions will reflect the appropriate mix of institutional arrangements following the experience of Chosso-ASAP grant (MoA and Ministry of Environment, Climate Change, Water, Parks and Wildlife).

6. Private sector participation in agriculture is evolving following establishment of Commercial Farmers Association The Gambia and representatives already are involved Nema implementation. Since 2012, IFAD has consistently ensured the active participation of representatives of National Coordinating Organization of Farmers Association of The Gambia (NACOFAG) and Global Youth Innovation Network (GYIN) in all IFADs design and supervision missions. IFAD will also ensure that representatives of CFAG or Gambia Chamber of Commerce continue to participate in design and supervision missions in order to further explore opportunities to establish Public-Private-Producer-Partnership (PPPP) model based on Livestock and Horticulture Development Project's (LHDP) emerging experience. In addition, the ongoing Nema's initiative with the Capital Investment Stimulation Fund has already attracted a number of private financial institutions that are cofinancing small and medium agribusinesses as well as exploring further opportunities for private sector market linkages. These experiences will continue to be evaluated and lessons capitalized to inform future designs as well as in the CSN.

Deadline date for implementation:

1. Partnership development and strengthening will be continuous
2. *Nema-Chosso* implementation and in new designs
3. Private sector linkages will be on continuous basis and participation of their representative will be strengthened in (annual) supervision and design missions

Entities responsible for implementation:

1. IFAD, MoA and Development Partners including UN agencies
2. IFAD and MoA
3. Private Sector, NGOs, NACOFAG, GYIN, Women groups and *Nema*

38. **Recommendation 4: Improve sustainability of benefits generated from investments.**

39. In The Gambia, IFAD has been supporting the construction of agriculture- related infrastructure for a long time and on a large scale. These infrastructures have been instrumental in improving production and productivity and increasing incomes of the poor, but it appears to have suffered from too short duration and limited ownership of communities. Ownership building should therefore become an intrinsic part of all IFAD-supported activities. Target villages/groups need to be in agreement with infrastructure development priorities and the correct sequencing of activities pursued, to ensure empowerment and ownership for better sustainability of benefits. Beneficiaries need to be made aware that they need to plan and implement oversight, replacement, repair and maintenance, and ensure that the cost thereof is incorporated into price setting and financial calculations. An appropriate locally based agent (e.g. extension staff, NGOs, civil society organizations) should be identified to ensure these messages are internalized.

40. In the case of more complex and costly infrastructure, the government should clearly define the operational and maintenance arrangements. *Nema* has addressed the issue of sustainability by using machinery and introducing sophisticated technical requirements to construct dikes, bunds and other infrastructure. Whilst

such infrastructure generally has a relatively longer life, it will be difficult for communities to maintain them on their own. Therefore, government needs to take responsibility for and acknowledge such infrastructure as public goods to ensure their sustainability, in order to ensure their continued benefits to the rural poor.

41. Value chain approach has been introduced in recent projects (e.g. LHDP, *Nema*), but a more structured approach is required to enhance the sustainability prospects. Value chain support needs to be adapted to the local context, based on a thorough analysis of market potential, production situation and needs of the villages. Moreover, the availability of inclusive rural financial services would be crucial to increase and sustain benefits that could be realized from value chain support. This aspect should be given due consideration in future interventions, including opportunities to revisit and strengthen IFAD's long-standing support to VISACAs and V-APEX to improve their professional service delivery and sustainability.

42. Furthermore, a stakeholder and partner assessment should be conducted to identify the right partners in each of the areas of support and intervention. The partners may come from various backgrounds, such as government, private sector, other donors, UN agencies and NGOs, and their cooperation should be

formalized and roles and tasks should be documented, so that objectives and goals can be identified and shared, progress tracked and performance consistently assessed.

43. **Proposed follow-up:** *IFAD Management and the Government of The Gambia* agreed that there is a need to strengthen sustainability of IFAD-supported investments.

7. Efforts for beneficiary empowerment and ownership will be further deepened in Nema and lessons will feed into future designs. IFAD will continue to dialogue with the Government of The Gambia for a clear public policy in support of the consistent and coherent strengthening of the capacity of beneficiary/kafo groups on operation and maintenance arrangements as well as establish the appropriate mechanism for local government for agreed proportionate sharing of O&M responsibilities of infrastructure acknowledged as (semi)public good to complement and complete the sustainability plans that LHDP and Nema have initiated. Moreover, Chosso (ASAP grant) was designed to also enhance the sustainability of some of the infrastructure based on lessons from previous infrastructure with outdated technical standards that were undermined by increasingly unpredictable climatic variations although some of the projects made efforts to adjust these standards based on experience. The complementary design, compliance of standards and supervision of infrastructure will be further strengthened with appropriate mix competently mandated entities.

8. LHDP and Nema designs were based on value chain approach and Nema is piloting agribusiness value chain financing through the Capital Investment Stimulation Fund which is to be reviewed at mid-term. The emergence PublicPrivate-Producer Partnership (PPPP) model from LHDP is providing relevant lessons for Nema's implementation and IFAD will continue to advocate for wider adoption of this approach with Government and Private Sector provided there is supportive enabling environment for continuous private sector engagement in agricultural value chain. For instance, in 2014, IFAD collaborated with World Bank to support the Government of The Gambia to draft a Policy Statement, Implementation Framework and Action Plan for Private sector participation in agriculture and as a result a Public-Private Sector unit has been created within the Ministry of Finance and Economic Affairs. IFAD will strengthen collaboration with this unit through Nema for replicating PPPP model. Also, the Government has recently enacted the Non-Bank Financial Institution Act 2016 to pave way for the professionalization of microfinance institutions including VISACA and V-Apex and outcomes from implementation of this Act will inform future possible investments on agricultural value chain financing.

9. Nema is already working with a myriad of public, private and civil society organizations in the implementation of the project through performance-based renewal contracting and established a platform (Forum for Dialogue) to regularly track and discuss progress. Both IFAD and the Government of The Gambia are continually assessing the effectiveness of this process and lessons learned will feed into the CSN and future designs.

Deadline date for implementation:

10. The Country Strategy Note, to be anchored on Government's ATP, will include clear strategic directions to ensure sustainability. Sustainability Plan of Nema will be evaluated during supervision missions and capacity of beneficiaries will be continually reinforced in Nema-Chosso implementation.

11. A PPPP model will be replicated in Nema based on LHDP experience from Dec 2016.

Entities responsible for implementation:

- MoA, IFAD and Ministry of Finance and Economic Affairs Mid-Term Review (MoFEA) and beneficiary groups.
- MoA, IFAD, MoFEA, Private Sector including financial institutions.

44. **Recommendation 5: Strengthen support for gender equality and women's and young people's empowerment.** An in-depth gender and youth analysis should underlie each new IFAD-supported project and be an inextricable part of project design. The analysis should look into, but not be confined to power imbalances; especially when related to the marginalized population, access to and control over resources including land rights, gender-based violence and division of labour based on gender, and tailor its activities to the findings so as to achieve optimal results. In the design stage, it should be ensured gender budgeting is done and that indicators are gender and youth sensitive to facilitate monitoring.
45. A tailored way should be developed to specifically support to female-headed households. Moreover, creative ways need to be found to increase the involvement of men in support to gender equality and increase the role of men in household related work. Finally, gender and youth mainstreaming should be pursued at all levels, including among project staff. IFAD may need to advocate with partners to ensure that they recruit sufficient female staff. Only if gender issues are properly addressed (including the sensitization of men) and economic empowerment of women is long term, it may be ensured that the gains made in decision making at various levels will continue to exist.
46. **Proposed follow-up:** *IFAD Management and the Government of The Gambia are in agreement with this recommendation.*

12. Building on LHDP's experience in working with women and youth, Nema was specifically design for rural women and youth. While women empowerment is historically a strong focus of IFAD's portfolio in the country, attention will be paid in overcoming possible gender power asymmetries. Also improvements will be made in the process of wider sensitization of men on gender issues at all levels with the aim to ensure coherent and consistent women and youth socio-economic empowerment. This will be reflected in Nema gender operational strategy being developed. The use of both the Gender Action Learning System (GALS) and Household methodologies will be further explored during Nema-Chosso implementation.

13. Following LHDP experience, Nema has adequately been reporting on gender and youth disaggregated data and information and IFAD will ensure continuation and improvement with emphasis on analysing information to inform gender and youth planning, sequencing and prioritization of interventions. In addition, the ongoing WCA regional grant on Creating Opportunities for Rural Youth (CORY) is providing opportunities in testing and piloting new tools and models on entrepreneurship to engage rural young women and men in on-farm and off-farm businesses. The Ministry of Youth and Sports and other partners are actively engage in CORY implementation and there are strong linkages to Nema and other government initiative on youth. Lessons and final outcomes from CORY will further feed into new design and CSN.

Deadline date for implementation:

The upcoming Country Strategy Note will have clear pathways on further mainstreaming gender, women and youth empowerment whiles fully aligning to the ATP. Annual supervision of Nema and future programmes will monitor progress. By mid-2017 for piloting of GALs and/or Household methodologies in Nema-Chosso

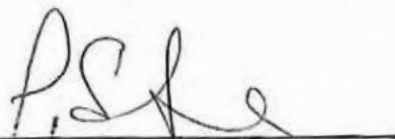
Entities responsible for implementation:

1. MoA, IFAD, Ministry of Youth and Sports, Ministry of Women Affairs and *Nema*
2. IFAD, MoA, MoYS, CORY -*Nema*, *Women* and Youth Groups

Signed by:



Hon. Abdou Kolley
Minister of Finance and Economic Affairs
Government of The Gambia
Date: *June 16, 2016*



Mr. Perin Saint Ange
Associate Vice President, Programme Management Department
IFAD
Date:

COSOP preparation process

1. The IFAD's independent office of evaluation recommended that IFAD and the Government should, involving other relevant stakeholders, jointly develop a new country strategy, reflecting IFAD's niche and comparative advantage and the evaluation's recommendations.
2. **Formulation team.** M. Jean-Pascal Kabore, CPM IFAD/WCA, directed the COSOP formulation 2019-2024, assisted by the FAO Investment Centre Division (TCI) team composed by Monique Trudel (TCIA), Rural development expert – gender and targeting and Mr. Haingo Rakotondratsima (TCIA), Agronomist. From IFAD headquarters, Mr. Richard John Pelrine, Lead Regional Economist for West and Central Africa Division, Adriane Del Torto, Portfolio analysis and Amath Pathe Sane, Regional Environment and Climate Change Specialist joined the mission. In The Gambia, Mr Modou Mbaje Jabang, CPCU Coordinator and his team facilitated the information gathering and meetings as well as Mr Modou Gassama, NEMA-CHOSSO coordinator and his team.
3. **Preparation.** The Formulation started by a documentation review based on available documents, such as the Country programme evaluation, Country strategic note, reports from the projects concept document of NEMA- CHOSSO and previous projects (PIWMP, RFP,LHDP), and their supervision reports. A meeting was held on February 16 2018 prior to the Midterm Review (MTR) and COSOP missions to exchange vision on the IFAD COSOP approach and to finalize the methodology.
4. **Formulation mission.** The joint mission from IFAD and the Investment Centre of FAO (TCIA) took place in The Gambia from March 6 to March 12 2018. During the stay, the mission was able to:
 - a. Analyse and take into account strategic orientations from the government of The Gambia, specifically the Agriculture and Natural resources (ANR) policy (2017-2026), the priorities for the new Gambia national Agriculture investment Plan (GNAIP) who is in progress, and other sectoral and regional programmes;
 - b. Obtain socioeconomic data and other statistics;
 - c. Meet with government representatives, FTP, civil society (service providers, producers organizations and NGOs) the private sector, and UN organizations (FAO, UNDP)
 - d. Organize a 2 day participatory COSOP writing exercise with stakeholders.
5. **Meetings.** The mission worked closely with the CPCU (Ministry of Agriculture) and the PSU of the Nema & Chosso project. Meetings were held with the CPCU coordinator, Minister of Agriculture and Permanent Secretary of the Ministry of Finance as well as with other ministries (Lands and Regional Government, Environment, Youth, Fisheries and Water), and with services providers and partners (AfDB, WB, FAO, UNDP). The team met the FAO Assistant Representative and her team in the Gambia at the beginning of the mission.
6. Meeting with Nema & Chosso team. As the RB-COSOP formulation was carried out closely with the mid-term review of the NEMA project, the team had the opportunity to benefit from the presentation of the MTR findings that were discussed with the PSU.
7. Institutional meeting at high level. At the beginning of the mission, His Excellency the Minister of Agriculture invited the team to present the objective of the mission

and collect government priorities in terms of agriculture perspectives and expectations in regards to the political and socioeconomic context. At the Ministry of Finance level, the Permanent Secretary invited the team to present the objectives of the mission and presented information on government strategic orientations and programmes. On 12th March 2018, a wrap up meeting chaired by the Permanent Secretary of the Ministry of Agriculture and the IFAD Programme Officer in charge of the Gambia was organised to present draft lessons learned, strategic objectives, and outcomes.

8. **Stakeholder writing exercise.** A two day participatory COSOP writing exercise with stakeholders was organized on March 9th and 10th. Unfortunately, the stakeholders writing meeting was not timely planned which resulted in a too small stakeholders representation.
9. **Document preparation.** After the mission, the TCIA team start to draft the COSOP document text for strategic objectives, lessons learned, IFAD's comparative advantage, and strategic context in order to have a zero draft before the next mission. The second mission was delayed indefinitely. The TCI team sent a package of documents prepared for IFAD to pursue the work.

Table 1. Agenda - Mission Schedule

Date	Meetings ¹¹	Observations
		FAO/TCI Team was already in country as they were doing the MTR for NEMA-CHOSSO project
05 /03/2018	IFAD and FAO/TCIA intern meeting NEMA-Chosso project	Arrival of IFAD Team Logistic and agenda of the week
06/03/18:	Ministry of Agriculture Permanent secretary of Ministry of Finance CPCU AFDB	Documentation review Meeting with different ministries
07/03/18:	Ministries Ministry of Environment Ministry of fisheries and water Ministry of Petroleum and Energy National Youth Council Gambia Youth Chamber of Commerce WB, , UNDP, PO, NGO, TANGO (The Association of Non-Governmental Organizations) FAO	Consultation and interview of main stakeholders at national level
08/03/18	Government of local governance and land Gambian Investment Export Promotion Agency (GIEPA) Gambia Chamber of Commerce and Industry NACOFAG (The National Coordinating Organization for Farmers Association in The Gambia) NEDI - National Enterprise Development Institute	Consultation and interview of main stakeholders at national level continue
09 and 10/03/18	Stakeholder's Writing exercise meeting	Writing meeting at NEMA office
12/03/2018	Ministry of Agriculture Main stakeholders	Wrap up Meeting Departure of IFAD Team

¹¹ List of contacts met during COSOP formulation is in annex.

Strategic partnerships

<i>Partnership functions</i>	<i>Partners/networks/platforms</i>	<i>Partnership results and outcomes</i>	<i>Justification for partnership</i>	<i>Monitoring and reporting (to be completed for CRR and CCR)</i>
Mobilizing Cofinancing AFDB World Bank OFID AFD GEF 7	Donors group	Building Climate resilient and Sustainable management of natural resources, Land and water development, Rice and Horticulture value chain development as well job creation for youth	Synergy with donors, Mobilize funds to covers the financing gap	C, P, K, CO, STTC
Strengthening private sector engagement	Citizen Engagement	Food Security, better nutrition and job creation, Development of value chain approach	Need to develop 4 Ps (producers-Public and private partnerships)	OS1 et OS2
Engaging in policy and influencing development agendas Government of the Gambia	Policy Dialogue with the Government	Satisfactory performance of the COSOP ;Performing National M &E System for projects / programs Good knowledge management system	COSOP	OS1 et OS2
Enabling coordinated country-led processes UNDP, FAO WFP	UNDAF	OS1 and OS2 P, CO, SSTC, R, K	One UN for coordinated effort and greater impact	UNDAF
Developing and brokering knowledge and innovation (including SSTC)		Experience Sharing , Sustainable business models and Value chain development	Knowledge management, Policy Dialogue and strategic coordination	P, CO, SSTC, R, K
Enhancing visibility	Co-chairing with Government National working group on agriculture	visibility	Support the Government in its resource mobilization process as well coordinate donors funds on agricultural section	

1. The 2016 CPE rated partnership building as moderately unsatisfactory and took IFAD to task for not developing partnerships with other GoTG ministries, other donors (excepting AfDB) or with NGOs or private sector operators. One of the five recommendations in the Agreement at Completion Point concerns establishing strong and comprehensive partnerships.
2. Building strategic partnerships is a key element of successful IFAD country programmes. This is particularly true in The Gambia. The country is small; the economy is undiversified; and there are many development partners so there is great scope for overlap, replication and implementation approaches that are at

cross-purposes. With the election and inauguration of the new president and administration in January 2017, donors and NGOs who had left during the previous regime are now returning and many of those who stayed are increasing their support to the ToTG. It is thus critical to make partnership building central to IFAD's country development approach. Below find an indication of current and future investments by multilaterals and bilaterals, along with an indication of potential funding from climate funds.

3. **Multilateral partners:** In terms of support to the agriculture sector, the largest multilateral partners are The World Bank, AfDB, and IDB.
4. The World Bank currently has one ongoing project in the agricultural sector, the Commercial Agriculture and Value Chain Management Project (GCAV) to improve productivity and access to market of targeted agricultural commodities for smallholders. The project has two operational components: (i) development of irrigation and key productive infrastructure; (ii) developing the institutional capacity of farmer-based organizations and professional associations. The project's closing date is in late 2019. The World Bank is currently drafting a new country agricultural strategy. The IFAD mission met on three occasions with the World Bank team to exchange viewpoints and identify areas for possible collaboration. IFAD and the World Bank agreed to exchange their respective country strategies and subsequently pursue discussions regarding opportunities for co-financing.
5. The African Development Bank has, in addition to parallel financing of the NEMA Project, three ongoing projects. The Project Preparation Facility of the Agricultural Transformation Programme will undertake four in-depth studies to help the GoTG define policy options for the medium term. Consultants are currently being recruited to undertake the studies. The Food and Agriculture Sector Development Project, financed through the GAFSP but supervised by the AfDB, focuses on improved agriculture infrastructure development, agricultural diversification and commercialization and improved approaches to national food security and nutrition. This project will complete in 2019. The Agricultural Value Chain Development Project (May 2016-December 2020) has two operational components. Component 1 focuses on infrastructure development and rehabilitation for tidal irrigated rice perimeters and construction of houses for poultry and small ruminant production in the Upper River Region. Component 2 focuses on the development of rice and livestock value chains through farmer training, strengthening of farmer organizations and improved market information. A new \$40 million Rice Value Chain Project to be co-financed with the IDB and BADEA will be submitted to the AfDB Executive Board in December 2018. Two thousand hectares are to be established or rehabilitated. The project will place an accent on private sector participation in all links in the value chain. The COSOP mission met with officials from the AfDB in Dakar at the conclusion of fieldwork in The Gambia to assess opportunities for co-financing. Discussions will continue, though the two institutions programming cycles will make co-financing difficult.
6. The Islamic Development Bank is designing a \$25million project to support the small ruminant value chain and the development of the microfinance sector. The BADEA is in the early stages of developing a project to finance infrastructure and rice mills. The project will have a private sector focus.
7. The French Government reengaged with the GoTG soon after the inauguration of the new Gambian government. It is planning to invest in a pump irrigated rice scheme in the Upper River Region. The Chinese Government will provide capacity building along the rice value chain. The German Government has signaled its intention to invest must has not yet tabled a proposal.

8. **Climate funds:** IFAD will assist the GoTG to access additional funds through various climate funds. Under this COSOP, Gambia could raise an allocation of 10 Million USD from the Adaptation Fund from the country allocation and a portion of 14 million USD from the regional grant; more climate finance up to 50 million depending on the size of the portfolio from the GCF as the country just mobilised 20 M for ecosystem based adaptation; and the GEF 7 star allocation which is 10 M for climate change, biodiversity and land degradation. Additionally the GEF has additional resources for Impact programs dedicated to food security, biomes, land degradation and commodities. IFAD will work with the GoTG to develop strong applications to mobilize additional support for climate resilient activities.

South-South and Triangular Cooperation strategy

1. In line with the IFAD South South and Triangular Cooperation, The SSTC entails a range of complementary and coordinated activities that will contribute to the performance of the COSOP. These include : exchange of knowledge with neighbouring countries especially Senegal; Skills , resources and technical know-how on smallholder agriculture and rural development including innovative and tested solutions on land and water development and value chain development (rice and horticulture)
2. **Cooperation with Senegal:** Under this new COSOP, SSTC will be strengthen with Senegal on research, and tested innovative IFAD and partners funder operations will harness SSTC by expanding collaboration between Africa Rice, l'Institut Sénégalais de Recherche Agronomique (ISRA) and the National Agricultural Research Institute through joint research efforts and training and exchange visits. Enhanced cooperation between the Gambian and Senegalese Ministries of Agriculture with respect to the seed supply systems and the use of appropriate production and post-harvest technologies will strengthen both countries' capacity to improve labour productivity. Frequent exchange visits between Senegalese and Gambian project beneficiaries will provide opportunities for peer-to-peer learning. Exchange visits focused on farmer advocacy and organization, cooperative-based business development, warehouse receipts systems and experience with Farmer Field Schools will benefit both parties. In order to improve the quality and efficiency of rural construction works and build capacity of Gambian private entities, joint ventures between experienced Senegal-based international construction firms and local contractors will be encouraged. The country programme will bring to bear production and post-harvest innovations developed by projects (both IFAD and other) and NGOs within the sub-region.
3. **Cooperation with other IFAD regional programs:** will be promoted with other IFAD investments in the two Guineas, Mauritania, Mali and Cap Verde. Exchanges visits will be organised on value chain development, land and water development and support to cooperatives. Additionally, it is planned to work regional lending program in order to enhance cross borders cooperation and regional integration. ROPPA will be a partner of choice in supporting farmers organisations and cooperatives development and capacity building.
4. **Triangular and technical cooperation** with other donors: to consolidate a clear strategy on peer-to peer learning in the rural development space with countries that have similar geography or Riverine countries (Egypt, Niger, Mali) or in other region particularly in Asia.
5. **Improved knowledge and Skills and regional learning centres:** With the IFAD loans and Grants/ Climate and Environmental Grants: The transfer and sharing successful solutions (technologies, methodologies, approaches) through learning processes, platforms and training. Exchanges visits and learning routes will be organised with Centre of Excellence such as the Songhai Centre in Benin. Collaboration will be established with the IFAD SSTC.
6. **Technical assistance:** It is planned close collaboration with the Senegalese private sector which will work in partnership with the Gambian private sector especially on construction; land and water development.
7. Innovations into The Gambia that have taken root in neighboring countries or other Regions is a key aspect of SSTC promotion. The Gambia CPM is now located within the Dakar hub along with CPMs from the six other countries managed from Dakar. This will facilitate learning among IFAD staff and will be instrumental in identifying innovations from other country programmes that can be introduced into The Gambia.

Country at a glance

Country Portfolio Summary

Region	West & Central Africa	Member of Country Groups :	
Country	Gambia	Least Developed country	Yes
Current Financing Terms	DSF Grant	Low-income, food deficit	Yes
Ranking all Countries	59	HIPC DI Eligible	Yes
Ranking within region	14		

Country Indicator	Value	Year	Source
Agriculture, value added (% of GDP)	16.94	2017	World Bank
GNI per capita, Atlas method (current US\$)	450.00	2017	World Bank
Human development index (HDI) value	0.46	2017	UNDP
Population, total	2 100 568.00	2017	World Bank
Rural population	827 645.00	2017	World Bank

Key Dates

Last RB-COSOP Approved AVP/PMD	
First Project Approved	17 Dec 1981
Last Project Approved	10 Dec 2012

IFAD Interventions

	<u>Number of Projects</u>	<u>IFAD Approved USD ('000)</u>
Financial Closure	8	45 573
Project Completed	1	8 005
Available for Disbursement	1	39 412
Total IFAD commitment	10	92,989

IFAD Interventions Summary

Project Number	Financing Instrument ID	Currency	Approved Amount	Disbursed	Loan/Grant Status	Project Status	Board Approval	Cooperating Institution
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110000077	100000515	XDR	430 000	100	Closed	Closed	17 Dec 1981	AFDB
110000077	1000002630	XDR	4 050 000	100	Closed	Closed	17 Dec 1981	AFDB
1100000144	1000002003	XDR	4 750 000	85	Closed	Closed	04 Apr 1984	WB
1100000312	1000002190	XDR	2 550 000	98	Closed	Closed	02 Dec 1992	WB
1100000428	1000002259	XDR	3 400 000	93	Closed	Closed	12 Apr 1995	AFDB
1100000452	1000001888	XDR	250 000	100	Closed	Closed	05 Dec 1989	UNOPS
1100000452	1000002668	XDR	2 850 000	93	Closed	Closed	05 Dec 1989	UNOPS
1100001100	1000002382	XDR	6 600 000	98	Closed	Closed	02 Dec 1998	IFAD
1100001152	1000002546	XDR	4 850 000	100	Closed	Closed	21 Apr 2004	IFAD
1100001303	1000000514	XDR	280 000	60	Closed	Closed	14 Sep 2006	IFAD
1100001303	1000002617	XDR	4 150 000	99	Closed	Closed	14 Sep 2006	IFAD
1100001504	1000003595	XDR	5 050 000	100	Closed	Completed	17 Dec 2009	IFAD
1100001643	1000004442	XDR	13 150 000	100	Disbursable	Disbursable	10 Dec 2012	IFAD
1100001643	2000001124	XDR	5 025 000	53	Disbursable	Disbursable	22 Apr 2015	IFAD
1100001643	2000001123	XDR	5 025 000	52	Disbursable	Disbursable	22 Apr 2015	IFAD
1100001643	2000001395	XDR	3 570 000	52	Disbursable	Disbursable	28 Nov 2015	IFAD

Projects in Pipeline

<u>Current Phase</u>	<u>Number of Projects</u>	<u>IFAD Proposed Financing USD ('000)</u>
Concept Approved	1	40 000
Total	1	40,000

Country Profile

	1990	2000	2010	2017
World view				
Population, total (millions)	0.92	1.23	1.69	2.1
Population growth (annual %)	4	3	3.2	3
Surface area (sq. km) (thousands)	11.3	11.3	11.3	11.3
Population density (people per sq. km of land area)	90.6	121.7	167.2	207.6
Poverty headcount ratio at national poverty lines (% of population)	..	..	..	48.6
Poverty headcount ratio at \$1.90 a day (2011 PPP) (% of population)	..	70.5	25.1	10.1
GNI, Atlas method (current US\$) (billions)	0.29	0.82	0.98	0.95
GNI per capita, Atlas method (current US\$)	320	670	580	450
GNI, PPP (current international \$) (billions)	0.82	1.45	2.64	3.5
GNI per capita, PPP (current international \$)	900	1,180	1,560	1,670
People				
Income share held by lowest 20%	..	4.3	5.7	7.4
Life expectancy at birth, total (years)	52	56	60	61
Fertility rate, total (births per woman)	6.1	5.9	5.7	5.4
Adolescent fertility rate (births per 1,000 women ages 15-19)	164	125	98	82
Contraceptive prevalence, any methods (% of women ages 15-49)	12	10	13	..
Births attended by skilled health staff (% of total)	44	52	56	..
Mortality rate, under-5 (per 1,000 live births)	170	118	81	64
Prevalence of underweight, weight for age (% of children under 5)	..	15.4	17.4	..
Immunization, measles (% of children ages 12-23 months)	86	89	92	90
Primary completion rate, total (% of relevant age group)	44	72	73	70
School enrolment, primary (% gross)	57.2	90.2	83.7	97.1
School enrolment, secondary (% gross)	17	..	57	..
School enrolment, primary and secondary (gross), gender parity index (GPI)	1	..	1	..
Prevalence of HIV, total (% of population ages 15-49)	0.1	1.5	2.1	1.6
Environment				
Forest area (sq. km) (thousands)	4.4	4.6	4.8	4.9
Terrestrial and marine protected areas (% of total territorial area)	..	..	..	1.4
Annual freshwater withdrawals, total (% of internal resources)	..	3	..	..
Urban population growth (annual %)	6.8	4.9	4.5	4.1
Energy use (kg of oil equivalent per capita)	67	..	86	..
CO2 emissions (metric tons per capita)	0.19	0.2	0.26	0.27
Electric power consumption (kWh per capita)	..	..	..	..
Economy				
GDP (current US\$) (billions)	0.32	0.78	0.95	1.01
GDP growth (annual %)	3.6	5.5	6.5	3.5
Inflation, GDP deflator (annual %)	12	2.2	4.3	8.1
Agriculture, forestry, and fishing, value added (% of GDP)	24	25	29	17
Industry (including construction), value added (% of GDP)	11	15	12	12
Exports of goods and services (% of GDP)	60	26	24	21
Imports of goods and services (% of GDP)	72	31	43	40
Gross capital formation (% of GDP)	22	5	21	19

Revenue, excluding grants (% of GDP)	19.4	5.5	16.2	..
Net lending (+) / net borrowing (-) (% of GDP)	2.1	..	..	..
States and markets				
Time required to start a business (days)	..	..	27	25
Domestic credit provided by financial sector (% of GDP)	3.4	7.4	39	55.9
Tax revenue (% of GDP)	18.2	4.2	15.1	..
Military expenditure (% of GDP)	1.1	0.4	0.8	1.5
Mobile cellular subscriptions (per 100 people)	0	0.5	87.4	139.2
Individuals using the Internet (% of population)	0	0.9	9.2	18.5
High-technology exports (% of manufactured exports)	..	0	1	1
Statistical Capacity score (Overall average)	..	..	68	63
Global links				
Merchandise trade (% of GDP)	69	26	37	48
Net barter terms of trade index (2000 = 100)	100	100	102	104
External debt stocks, total (DOD, current US\$) (millions)	369	490	551	505
Total debt service (% of exports of goods, services and primary income)	22.2	14.8	8.6	15.2
Net migration (thousands)	-15	-14	-13	-13
Personal remittances, received (current US\$) (millions)	..	54	116	216
Foreign direct investment, net inflows (BoP, current US\$) (millions)	14	44	37	87
Net official development assistance received (current US\$) (millions)	97.3	49.6	121.1	91.6

Source: World Development Indicators database
 Figures in blue refer to periods other than those specified.

Country: Gambia, The
Data from database:World Development Indicators
Last Updated:10/18/2018

Financial management issues summary

FIDUCIARY SUMMARY OF COUNTRY PORTFOLIO



COUNTRY	Gambia	COSOP	RB-COSOP 2019-2025	CONCEPT NOTE	ROOTS
COUNTRY – Fiduciary KPIs:					
<i>Fiduciary Inherent Risk:</i>		High		<p>Country overview: As noted in the COSOP, the Gambia is recovering from 22 years of dictatorship with serious mismanagement of finances that has left government coffers empty. It is the smallest country on the African mainland in terms of surface and has a population of 2.04 million (WB 2016) that is expected to double in the next 20 years with an annual growth rate of 3.2% (UNDAF 2017-21). The country is classified as a least developed country (LDC) and the GNI per capita is USD 449 in 2018, amongst the poorest countries in the world.</p> <p>Transparency International Score (2017): The Corruption Perceptions Index published by Transparency International for Gambia remains high but has slightly improved from 28 in 2013 to 30 in 2017, almost in line with the Sub-Saharan Africa average of 32.</p> <p>PEFA (2015): According to the most recent Public Expenditure and Financial Accountability report (PEFA), published in 2015, the following areas require improvement: i) External scrutiny and audit, ii) Effectiveness of internal audit, iii) Transparency, competition and complaints mechanisms in procurement, v) Effectiveness in collection of tax payments, and vi) Composition of expenditure out-turn compared to original approved budget.</p> <p>The World Bank's Country Policy and Institutional Assessment(2017): The relatively low score of 3.0, albeit stable year on year, reflects Gambia's overall weak institutional capacity and its categorization as a fragile state.</p> <p>Debt Sustainability: No arrears for The Gambia. According to IMF figures (IMF WEO October 2018), The Gambia's real GDP growth for 2017 reached 4.0%, supported mainly by a growth in the service sector. The economy is expected to continue to grow at a rate marginally above 5% in 2018 and 2019. Most of the economic growth will depend on the recovery of its main economic activities: tourism, trade, and agriculture. IMF/IDA Debt Sustainability Analysis October 2018 states that The Gambia is currently in external debt distress, and that public debt is unsustainable. Both external and domestic debt are very high, reaching 69% of GDP at year end 2017. Multilateral debt account for almost 36% of total external debt, mainly from IDA (15.7%), AfDB (8.33%) IMF (7.7%) and IFAD (4.1%). A large pipeline of already-contracted loans (US\$412 million) poses risks to solvency. External debt stock indicators have deteriorated since the March 2018 Debt sustainability assessment and all five external debt burden indicators breach their indicative thresholds by large margins and for an extended period in both the passive and the active (baseline) scenario. Vulnerabilities are substantial: total public debt is expected to remain elevated throughout the projection period, domestic debt is subject to high rollover risks given the preponderance of short-term debt (T-Bills account for 50% of domestic debt), and contingent liabilities related to stated-owned enterprises debt pose additional risks. Furthermore, the sustained primary surpluses needed to reduce public debt would be politically and socially challenging given The Gambia's substantial development needs. According to the IMF, new borrowing would need to be on highly concessional terms and reserved for the very highest priority projects for which grant-financing is not available. The baseline scenario considers a substantial grant-financed investment and minimal contracting of new debt, which must be only on highly-concessional terms. Gambia is not rated by any international rating agency.</p>	
<i>Disbursement - Profile</i>		<i>Moderately satisfactory</i>			
<i>Disbursement ratio- Last 12 months</i>		48.4%			
<i>Pending Obligations</i>		USD 10,980			
<i>Counterpart Funding - Profile</i>		<i>Moderately satisfactory</i>			
<i>PBAS – project's cycle coverage:</i>		IFAD 11			
<i>PBAS 11 - allocation:</i>		USD 21.2M			
PROJECT Concept Note – Fiduciary KPIs:					
<i>Fiduciary Project risk</i>		Medium		In order to mitigate the high inherent risk, IFAD projects use standalone FM	
<i>Duration:</i>		0			

¹ Disbursement RATIO = as per operation dashboard – Corporate disbursement ratio methodology

Financing Sources: - IFAD - PBAS - Local - Co-financing (Gov.) - International – Co-financing - Beneficiaries	USD millions 40 (tentative) t.b.d t.b.d t.b.d	% 50(tentative) - - -	arrangements in combination with those elements of the country's national FM systems that meet IFAD's minimum requirements. The undertaken mitigation actions have reduced the Project level FM risk rating to Medium. In past projects, there was a history of free distribution of inputs and equipment and in this project it is expected that the beneficiaries will make some financial contribution. Beneficiaries might need to reach out to financial institutions for small loans and there is a risk that these institutions might refuse the loan applications. Thus, the project's need to be flexible with respect to the percentage of beneficiary contributions.
Proposed size:	USD 80 million		
Lending Terms (IFAD 11): -	DSF grant financing. The Gambia is in high risk of debt distress.		

Results-based COSOP and Project Concept Note – Key Fiduciary OBSERVATIONS:

COSOP:

- The borrower for ROOTS will be the Ministry of Finance and Economic Affairs. The lead agency for the project formulation process will be The Ministry of Agriculture and the likely implementing agency will be a Project Support Unit (PSU) under the supervision of the Central Project Coordinating Unit within the MoA that currently manages all donor-funded projects.
- Historically, the IFAD supported interventions demonstrated a moderately unsatisfactory performance, caused by, among other reasons, weak institutions and overreliance on one ministry (i.e., The Ministry of Agriculture), with frequent and unpredictable staff turnover. External factors such as climate change related issues, migration of youth and low literacy level of beneficiaries influenced performance.
- The COSOP will contain one six-year project financed through the IFAD 11 and 12 funding cycles.
- The precarious position of GoTG finances inherited from former regime may engender the risk of late or insufficient GoTG counterpart funding. Therefore, IFAD should integrate risk into budgeting process and engage GoTG to ensure availability of counterpart funds.
- The new government's commitment, IFAD's lengthy in-country experience, and engagement from IFAD HQ and the regional hub should contribute to the mitigation of the cited risks.

Concept Note:

- Historically, high FM staff turnover has had a serious negative impact on project performance. Especially projects in completion have suffered as submission of the final Withdrawal Application and audit have been seriously delayed. However, IFAD safeguards have proven effective in ensuring sound financial management as evidenced by the noticeable improvement since the NEMA project which has been characterized by relatively good financial management and the significant experience among finance staff.

Existing Portfolio:

Project	Financing instrument	FLX Status (1)	Lending Terms	Currency	Amount (million)	Completion date
Nema	200000139500	DSBL	ASAP GRANTS	XDR	3.37	30/12/2019
Nema	200000112300	DSBL	HIGHLY CONCESSIONAL TERMS 0.75 pc	XDR	5.03	30/12/2019
Nema	200000112400	DSBL	DSF HC GRANTS	XDR	5.03	30/12/2019
Nema	G-I-DSF-8108-	DSBL	DSF HC GRANTS	XDR	13.15	30/12/2019

Ineligibles: The amount of USD10,980 equivalent claimed by the NEMA project is ineligible (excess payment to a contractor) and must be refunded to IFAD while the Project takes steps to retrieve the amount from the Contractor.

Accounting: Except for commercial banks (for which IFRS Standards are required), no specific accounting framework has been adopted in the Gambia. The current IFAD project records its transactions in accordance with international accounting standards (IPSAS cash basis) in an accounting software (FINEX) developed by a local service provider. The system is deemed adequate and could satisfactorily be used for accounting and preparing periodic reports, generating automated withdrawal applications, maintaining fixed assets, reconciling bank accounts and fulfilling other fiduciary requirements of IFAD and GoTG.

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B. PORTFOLIO, FM RISK & PERFORMANCE

Project	Financing instrument	Curr.	Amount (million)	Project risk rating	PSR quality of FM	PSR audit	PSR disb. Rate	Disbursed to approved
Nema	200000139500	XDR	3.37	Medium	Mod. satisfactory	Satisfactory	Unsatisfactory	32 %
Nema	200000112300	XDR	5.03	Medium	Mod. satisfactory	Satisfactory	Unsatisfactory	32 %
Nema	200000112400	XDR	5.03	Medium	Mod. satisfactory	Satisfactory	Unsatisfactory	33 %