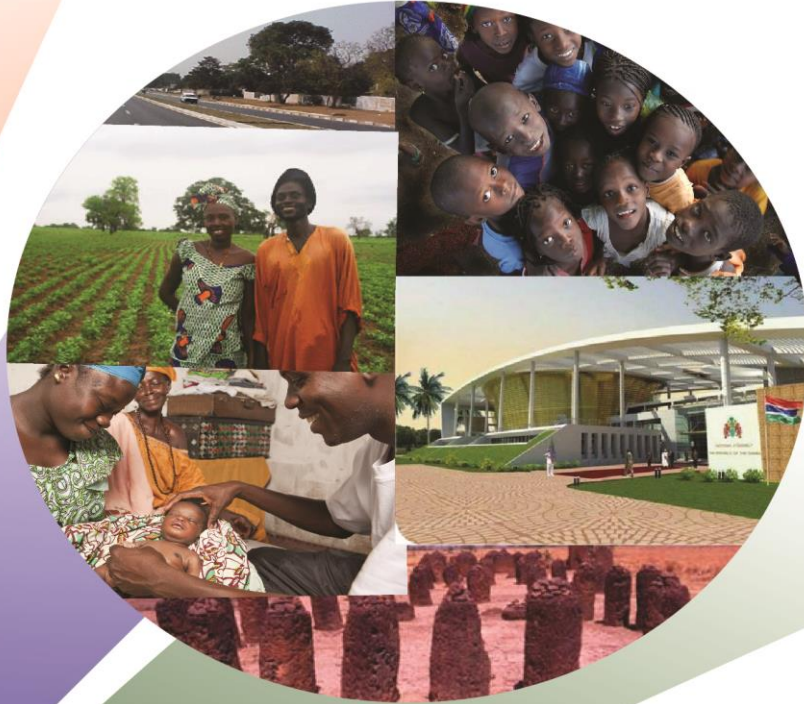




Republic of The Gambia

# THE GAMBIA NATIONAL DEVELOPMENT PLAN (2018 - 2021)



*Delivering good governance and accountability, social cohesion, and national reconciliation and a revitalized and transformed economy for the wellbeing of all Gambians*

January 2018

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## Foreword by His Excellency, Adama Barrow, President of the Republic of The Gambia



On 2<sup>nd</sup> December 2016, Gambians with great courage, determination and dignity decided to take back their country after 22 years of dictatorship. During this period, the abuse of power and total disregard for our constitution, the rule of law and respect for fundamental human rights of citizens reigned supreme. This historic decision that ushered in the “new Gambia” has created a seismic shift in our country’s trajectory since gaining independence in 1965. It heralds a new

chapter in our history and offers a renewed opportunity to build a modern accountable state based on the foundations of democracy, good governance, respect for human rights and security and prosperity for all. However, it also presents new challenges that need to be urgently addressed.

My government inherited an extremely challenging legacy manifested by a broken economy, gross abuse and plunder of our meagre state resources, social regression, poor and dilapidated infrastructure, and wide-ranging societal challenges, among the most urgent of which is the frustrations and lack of opportunities for our young people. The latter has propelled thousands of our young people to undertake the risky journey, often with tragic consequences, across the Mediterranean Sea in search of a better future. Similarly, many of our able and distinguished sons and daughters in the Diaspora, were forced to live in exile due to the repressive environment that prevailed thus, depriving the country of vital human capital and resources needed to fuel the growth and economic and social transformation of our society.

Since coming to power, we have undertaken many measures to stabilize the economy, restore public confidence and strengthen democratic institutions. However, we are also aware that more must be done, and urgently. That is why I tasked government to draw up a new National Development Plan (NDP) to provide greater clarity and focus for government action, citizens’ engagement and also for our development partners who are eager and stand ready to assist us.

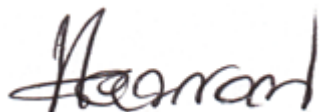
The National Development Plan 2018-2021 presented in this document is the fruit of these endeavours. Through its eight strategic priorities and their critical enablers, my government aspires not only to lay the foundations for a modern democratic state, but also to address the most pressing economic and social ills besetting our society. The plan through its robust accountability framework, responds to my concern to ensure a strong focus on results, sound monitoring and evaluation processes, as well as strengthened engagement between government and the country’s citizens, including those in the Diaspora. As you will see the plan also provides for the setting up of a

Presidential Monitoring and Evaluation (PM&E) system that will allow me to personally follow plan implementation in certain critical areas. This will complement and enhance the sector level M&E processes provided for in the plan.

If we are to realize the vision and goal of this plan, creating a secure and stable environment, nurturing strong social cohesion and safety and peace are critical. My government, with the assistance of the UN, EU, ECOWAS and other partners has therefore also embarked upon a robust security sector reform process, aimed at bringing the security services fully under civilian democratic control, ensuring that the force's structures and manpower are appropriate for our national security needs, and that the men and women in our armed and uniformed services can play a meaningful and positive role in national development.

I call upon all Gambians to make this NDP their plan, to seriously interrogate themselves on how best they might contribute to its realization and most importantly to hold us to account when we fall short, in a constructive and positive spirit of nation building. I am convinced that the courage and determination shown by Gambians in defeating tyranny and oppression can be successfully harnessed to also help us overcome our challenges and ensure that together we fully realize the vision and goal of this National Development Plan.

Finally, I want to take this opportunity to thank all friends of The Gambia – bilateral friendly governments and multilateral institutions, who have stood by us during trying times, and continue to do so. I look forward to strengthened collaboration and partnership as we move from plan formulation to full implementation.



.....

**His Excellency Adama Barrow**

***President of the Republic of The Gambia***



## Introduction by Honourable Amadou Sanneh, Minister of Finance and Economic Affairs (MoFEA)



I am pleased to present the **National Development Plan - NDP - (2018-2021)** of the Republic of The Gambia. This document is in two parts. **PART I** outlines the plan itself covering four chapters dealing with the plan context, the eight strategic priorities, the critical enablers, and the accountability framework (i.e. implementation arrangements, monitoring and evaluation) and the plan cost. **PART II** presents the situational analyses and diagnosis that underpin the plan priorities identified.

Government has also elaborated a **Financing Strategy**, which covers the detailed budget breakdown for each flagship and priority project of the plan, the source of funding (government budget, ODA or private sector) – i.e. the measures and/or combinations thereof government will pursue to ensure that the plan is adequately resourced and fully implemented.

An **abridged version** of the plan has also been prepared to ensure that the general public at large is well informed about government priorities in the plan period, mobilize public action and encourage citizens to assume responsibility for the plan's implementation.

### **The Plan Context: Immediate Crisis and Government's Response**

As clearly stated by H.E. Adama Barrow, President of the Republic, in the foreword to the Plan, the new government inherited a very difficult situation, as exemplified by the following:

- a) ***A stalled economy arising from several shocks:*** these include a poor 2016/17 agricultural season, which drastically reduced the groundnut crop; a severe contraction of tourism receipts during the traditional high season, and volatile oil and commodity prices. Estimates put the combined losses from these shocks at \$ US 31 million or 3 per cent of GDP. Furthermore, gross international reserves declined to \$ US 60 million or 1.6 months import cover (2016).
- b) ***Economic mismanagement and massive theft by the previous regime:*** this has resulted in further fiscal shocks. Theft from State Owned Enterprises (SOEs) has been estimated at 4 per cent of GDP per year since mid-2014.
- c) ***The country is in external debt distress:*** it has an unsustainable public debt, which stands at GMD 48 billion (\$ US 1 billion) or 120 per cent of GDP. Because of this, debt servicing consumes a huge amount of government revenue, leaving very limited fiscal space for financing critical infrastructure and human capital development needs and denying our private sector access to finance and credit, vital for its growth and expansion.

- d) **An acute electricity crisis:** this arises from the inability of the sector to meet domestic demand or for economic activities.
- e) **Agriculture:** the sector has not significantly contributed to poverty reduction as 91 per cent of the rural poor work as farmers while the sector continues to be relatively undiversified, mainly smallholder based and characterized by rain-fed subsistence farming.
- f) **Tourism:** this sector is challenged by poor destination recognition/attractiveness; dwindling product quality; undiversified products; limited air access and reliance on tour operators; security; and environmental degradation.
- g) **Trade:** the trading landscape is characterized by declining and stagnant domestic exports and an increasing growth in imports, which has led to a 30-year continuous current account deficit (except 2003, 2007).
- h) **Education:** while advances have been made with regards to enrolment rates and girls' education at the primary level, the issue of quality and relevance of the curriculum and learning materials continues to be a source of serious concern.
- i) **Health care:** The Gambia's strong primary healthcare (PHC), which was a model for other countries has deteriorated over the past years and is no longer able to serve the population adequately.
- j) **Women's empowerment:** gender equality and women's empowerment are still major challenges in the Gambian society.
- k) **Youth:** poor and inadequate education continues to limit the youth's productivity and acquisition of skills, while insufficient access to knowledge and information (including business development services for the entrepreneurial youth) is hindering their gainful engagement.

Furthermore, at the household level, the recently released Integrated Household Survey of The Gambia (IHS 2015/16) shows that poverty has remained flat in the last decade (48.4 per cent in 2010 and 48.65 in 2015) with the 3 per cent GDP growth barely keeping up with population growth of 3.1 per cent. The number of poor Gambians has risen by over 150,000 in the period. Poverty has also been a push factor that triggers young Gambians to leave the country by irregular means to Europe and other destinations.

There is a rising rural poverty and a growing gap between rural and urban Gambia illustrated by the fact that while the proportion of the households living below the poverty line is 31.6 per cent in urban areas, the proportion rises to 69.5 per cent for rural Gambia. The rural areas account for 42.2 per cent of the country's population, but they hold 60 per cent of its poor. In addition, key indicators related to access to health and education, basic services, all show this East-West divide. Government intends to act decisively to close this growing gap between the predominantly urban western part of the country, and the rural poor predominantly found in the east of the country.

However, there are positive factors; Government is committed to serious economic reforms and the historic transition to democracy opens many possibilities, that could spur growth and assist the country restore economic stability.

Government since assuming office has undertaken many measures, including:

- A significant reduction in domestic borrowing, which has brought down the prime interest rate; from 23 per cent before the elections in December 2016, to 18 per cent as of June 2017.



- Revision of the 2017 budget with a view to bringing down the budget deficit. This exercise led to a reduction of government expenditures of about 1 per cent of GDP; and the budget of the Office of the President has also been cut by 75 per cent.
- Launching of a nationwide staff/payroll verification and audit by the Personnel Management Office (PMO) and the Auditor General for the entire civil service and Security forces to eliminate ghost workers and improve payroll integrity.
- Adopting a vehicle and travel policy that aims to reduce recurrent expenditures and create fiscal space.
- Priority is being given to youth issues and the first project signed by the new Government is focused on youth empowerment through funding from the European Union (EU). The 11million Euro Project focuses on youth employment creation aiming to provide high quality skills training for potential youth entrepreneurs and start-ups.
- Concluding budget support agreements to stabilize Government finances through assistance from key development partners such as European Union (GMD 1.25 billion), the World Bank (\$US 56 million), African Development Bank (\$US 7 million) and others, pledged but yet to be received.

The vision, goal and measures proposed under the National Development Plan will consolidate these gains and measures in the short and medium terms.

### **Plan Formulation Process**

With the coming in of the new government, it was evident that a new National Development Plan had to be drawn up that took account of the momentous changes the country had gone through, the vision of the new government and the expectations of the country's citizens. We therefore revitalized and expanded the existing Thematic Working Groups and provided new guidelines to ensure a plan that was reflective of the "new Gambia". A National Development Plan Policy Steering Committee comprised of Permanent Secretaries in the Office of the President, the Office of the Vice President, the Ministry of Finance and Economic Affairs, Personnel Management Office, Ministry of Higher Education and the Solicitor General oversaw the plan preparation process.

Plan preparation and validation was through a rigorous and broad participatory process involving, among other steps:

- A Common Country Assessment conducted in 2015, involving consultations across districts and constituencies, in close collaboration with the United Nations system in The Gambia;
- Setting up of Thematic Working Groups, consultation with key stakeholders and elaboration of a draft plan. The TWGs comprised of government and key national stakeholders such as, Private sector, Civil Society, the Youth, National Assembly, and others;
- A donor consultation forum on 25 July 2017;
- A national validation workshop on 3<sup>rd</sup> October 2017; and

- Briefing/consultations with the National Assembly (16 November 2017), Permanent Secretaries (21 November 2017), and development partners (13 December 2017 prior to plan finalization).

In addition, contributions were received from the recently established *Gambia National Think Tank (GAMNATT)*. A UN MAPS mission also visited the country during the formulation process, and made suggestions on the Plan's alignment with the Sustainable Development Goals (SDGs) and the First Ten Year Implementation Plan of Agenda 2063 of the African Union.

## **Plan Overview**

The goal of the plan is to “*deliver good governance and accountability, social cohesion, and national reconciliation and a revitalized and transformed economy for the wellbeing of all Gambians*”. This goal will be realized through eight strategic priorities, which are:

- ❑ Restoring good governance, respect for human rights, the rule of law, and empowering citizens through decentralization and local governance;
- ❑ Stabilizing our economy, stimulating growth, and transforming the economy;
- ❑ Modernizing our agriculture and fisheries for sustained economic growth, food and nutritional security and poverty reduction;
- ❑ Investing in our people through improved education and health services, and building a caring society;
- ❑ Building our infrastructure and restoring energy services to power our economy;
- ❑ Promoting an inclusive and culture-centred tourism for sustainable growth;
- ❑ Reaping the demographic dividend through an empowered youth; and
- ❑ Making the private sector the engine of growth, transformation, and job creation.

The strategic priorities are complemented by seven critical enablers, namely: A public sector that is efficient and responsive to the citizenry; Empowering the Gambian woman to realize her full potential; Enhancing the role of the Gambian Diaspora in national development; Promoting environmental sustainability, climate resilient communities and appropriate land use; Making The Gambia a Digital Nation and creating a modern information society; A civil society that is engaged and is a valued partner in national development; and Strengthening evidence-based policy, planning and decision-making.

A robust accountability framework will be put in place to ensure greater clarity on the roles of different stakeholders in the plan's implementation, which includes for the first time involvement of regional, ward and village level structures. Monitoring of the plan will be done at three levels, to ensure that plan objectives are attained: Executive level, through a Presidential Dashboard; Sector level Monitoring and Evaluation processes; and mechanisms to strengthen government-citizens' engagement.

Government will pursue a number of strategies to ensure implementation; these include:

- Prioritization and sequencing of actions;
- Addressing regional disparities in access to basic services and strengthening integrated urban planning;

- Realignment of sector strategies and action plans to the overall orientation of the National Development Plan;
- Regional integration and cross-border cooperation; and
- Capacity development.

The plan will be resourced through a multi-pronged financing strategy, including among other actions, traditional development assistance, domestic resources mobilization; innovative financing instruments; and concessionary financing.

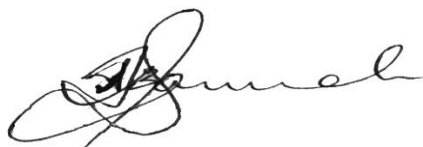
### **Conclusion**

I would like to take this opportunity to thank all those who contributed to the formulation of this plan. In particular, I would like to thank the Troika of United Nations, World Bank and European Union for their invaluable support throughout the process. The UN system, through its Resident Coordinator provided vital technical, financial and logistical support. The World Bank and IMF contributed much appreciated technical inputs and analysis and they have our thanks. The EU not only provided technical inputs, but also has played a leading role in organizing, in Brussels, the International Conference on The Gambia, to secure funding from the international community. Our partners are working closely, together with ECOWAS on security sector reform process and we deeply appreciate their efforts.

I would like to commend all national stakeholders who contributed their ideas and inputs during the plan formulation process. I am grateful to my colleague Ministers and members of the National Assembly for their keen interest in and their important contributions to the National Development Plan. My particular thanks go to the members of all the thirteen (13) Thematic Working Groups (TWGs) who worked diligently over many months to prepare the plan, as well as the Migration and Sustainable Development in The Gambia project (MSDG/GKP) for its contribution.

I also want to recognize the dedication, hard work and commitment of the technical team that worked with the Directorate of Development Planning (DDP) of my Ministry to finalize this plan, and to DDP for its leadership role and for steering the process to a successful conclusion.

I cannot conclude without acknowledging the immense and dedicated contribution and effort of the Lead consultant in preparing the final National Development Plan document under immense pressure.



.....  
Hon. Amadou Sanneh  
Minister of Finance and Economic Affairs

## Executive Summary

### **Introduction**

In a ground breaking development, Gambians on 2<sup>nd</sup> December 2016 went to the polls and elected a new government that ended 22 years of dictatorship and ushered in a “new Gambia”. This historic change that brought about a new democratic dispensation with the promise of expanded freedoms, security and safety for citizens also underscores the urgent need for vigorous action to tackle the country’s myriad of political, social, and economic problems. The systematic breakdown of the country’s laws and institutions, the crisis in the economy, the need for national reconciliation to heal the wounds and divisions arising from decades of a brutal dictatorship, the rising frustration of all segments of society, but particularly so with the youth, all require immediate attention on the part of the new Government.

The National Development Plan (2018-2021) formulated by Government through an extensive consultative process, thorough reviews of all sectors of the economy and society, and presented in this document, outlines government’s response to these deep-seated challenges facing the country.

The National Development Plan document is in two parts; PART I outlines the plan framework, which includes the vision and goal of the plan, its strategic priorities and enablers, as well as the accountability framework and the cost of the plan; PART II covers the detailed situational analyses that underpin the plan priorities.

Government has also developed a financing strategy for the plan. This strategy spells out the resource requirements, the potential sources (e.g. government budget, ODA and private sector) and the key flagships and priority programmes and projects to be implemented under the plan.

A summary of the plan, focusing on the following elements, is given below:

- ❑ The Plan Framework; and
- ❑ The Accountability Framework and Plan Costs.

### **The Plan Framework**

The strategic orientation and the overarching framework for the plan draws upon several elements, the key ones being the Manifesto of Coalition 2016 of the political parties that defeated the previous regime and the Government Compact agreed during a retreat of the Cabinet 5-7 May 2017. Subsequent policy declarations of the new government, as well as detailed situational analysis and inputs from the Common Country Assessment (CCA), Thematic Working Groups and those of other national stakeholders and development partners also informed the plan framework.

The plan framework comprises a vision, goal for the National Development Plan, and the strategic priorities, critical enablers that together provide a roadmap for the plan.

### **The Vision**

The Government’s vision for the “new Gambia” is a country that upholds the highest standard of governance, accountability and transparency; where social cohesion and harmony prevails among communities; citizens enjoy a standard of living and access to basic services to enable them to lead decent and dignified lives; youth, women, children realize their full potential, and a nurturing and caring environment exists for the vulnerable; there is an enabling environment for our private sector to thrive; and our natural heritage is nurtured and preserved for future generations.

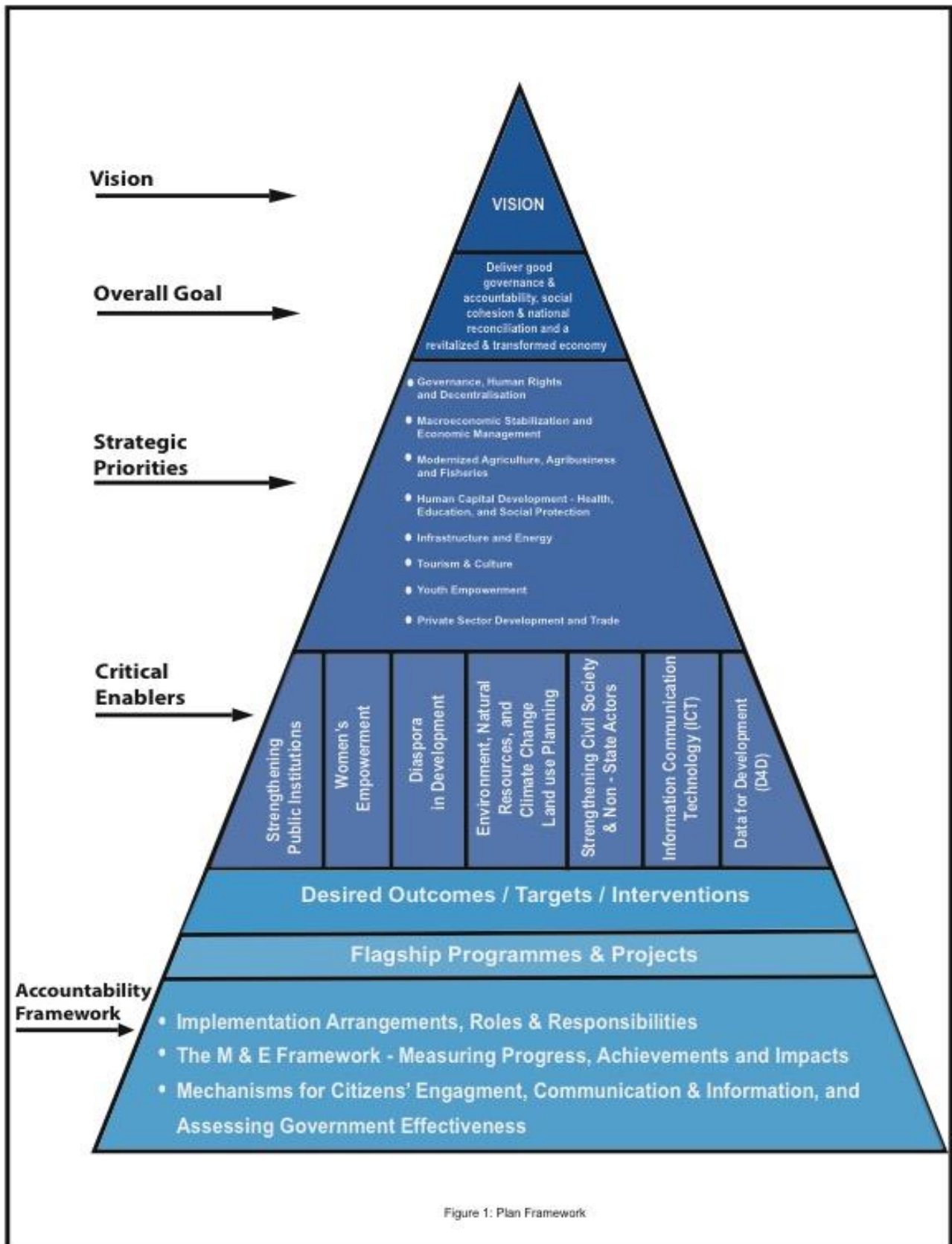
### **The Goal**

The goal of Government under the plan is to “*deliver good governance and accountability, social cohesion, and national reconciliation and a revitalized and transformed economy for the wellbeing of all Gambians*”.

### **The Strategic Priorities**

The vision and overall goal of the NDP will be realized through eight strategic priorities:

- ❑ Restoring good governance, respect for human rights, the rule of law, and empowering citizens through decentralization and local governance;
- ❑ Stabilizing our economy, stimulating growth, and transforming the economy;
- ❑ Modernizing our agriculture and fisheries for sustained economic growth, food and nutritional security and poverty reduction;
- ❑ Investing in our people through improved education and health services, and building a caring society;
- ❑ Building our infrastructure and restoring energy services to power our economy;
- ❑ Promoting an inclusive and culture-centred tourism for sustainable growth;
- ❑ Reaping the demographic dividend through an empowered youth; and
- ❑ Making the private sector the engine of growth, transformation, and job creation.



## **Restoring good governance, respect for human rights, the rule of law, and empowering citizens through decentralization and local governance**

Restoring good governance, rebuilding, and restoring public confidence in key institutions, upholding human rights and strengthening access to justice, in the context of transitional justice are urgent priorities in the NDP. Government aims to *enhance and improve human rights, access to justice and good governance for all*.

To this end, government will review and adopt a new constitution; amend repressive laws; strengthen the independence and autonomy of and indigenize the judiciary; leverage on ICT to improve and speed up delivery of justice; and strengthen the office of the Ombudsman, Alternate Dispute Resolution Secretariat (ADRS) in aid of greater access to justice delivery. Human Rights will be improved using the transitional justice mechanism, the Truth and Reconciliation and Reparations Commission, and by establishing a National Human Rights Commission, as well as an Anti-Corruption Commission. Other interventions will strengthen National Agency for Legal Aid (NALA), National Agency Against Trafficking In Persons (NAATIP), the National Assembly, the Independent Elections Commission (IEC), and the National Council for Civic Education (NCCE) to execute their mandates in order to attain the objective of the strategic priority on the restoration of governance.

Peace, security and stability are essential for the realisation of the National Development Plan goals. Government recognises that to achieve conditions that are sustainable in the longer-term will require a security sector that is responsive to those internal and external threats that infringe on national and human security. The overarching goal of the reform is to re-engineer the missions, structures, mind sets and culture of security institutions to make them more responsive, affordable, accountable and that can sustainably cater for the needs of The Gambia based on democratic norms and principles.

Key anticipated priorities of the SSR will include: development of overarching frameworks for national security policy and the national security strategy and a comprehensive SSR Programme; formulation of the policy frameworks to govern, manage and administer the individual institutions that make up the sector (Gambia Armed Forces (GAF), Gambia Police Force (GPF), State Intelligence Services (SIS), Gambia Prison Services (GPS), Gambia Immigration Department (GID) and Gambia Fire and Rescue Services (GFRS); comprehensive capacity building of security forces and empowerment of oversight organs and mechanisms and involvement of civil society organizations; reviewing and restructuring of the Ministry of Defence and Ministry of Interior to enhance governance, management, accountability and oversight capacities; development of a comprehensive communication plan to encompass a public sensitization process; and development of mechanisms for vetting and right-sizing of the security forces. A successful security sector reform and establishment of civilian and democratic oversight mechanism of the security sector are guarantees for non-recurrence of serious human rights violations allegedly committed by the security forces and for assurance that the security services effectively serve as protectors of the people.

Decentralization is key to strengthening local governance and ensuring accountability, as well as the effective delivery of services to citizens. Under the plan, government will review and update the



decentralization and local government act, in order to strengthen its implementation; other policies and regulatory frameworks will be harmonized for enhanced coordination of the decentralization programme; the revenue base of Councils will be expanded and Standardized Financial Management and Accounting Systems will support the decentralization process.

### **Stabilizing our economy, stimulating growth, and transforming the economy**

Years of poor economic governance and misuse of state resources has left the Gambian economy in a perilous state. Under the plan, government will undertake major reforms in a bid to *enhance macroeconomic management for sustainable and inclusive economic growth and poverty reduction*. This will be achieved through prudent fiscal management, debt sustainability measures, broadening the tax base and improving tax efficiency, as well as implementing Public Finance Management reforms. Government will design and implement sound monetary and flexible exchange rate policies for price and exchange rate stability while also strengthening the State Owned Enterprises (SOEs), as well as financial governance institutions such as the Central Bank of The Gambia (CBG). Government will also strengthen and deepen Gambia's financial sector to ensure that barriers in access to finance to the private sector, including for agriculture, women and youth are eliminated.

### **Modernizing our agriculture and fisheries for sustained economic growth, food and nutritional security and poverty reduction**

Agriculture is a leading sector in The Gambia's economy, contributing 20-30 per cent of the nation's GDP and employing most of the country's poor. The poor performance of the sector has resulted in deepening rural poverty and stalled GDP growth, which is barely able to keep up with population growth. The goal for agriculture under the plan is *a modern, sustainable and market oriented agriculture and livestock for increased food and nutrition security, income and employment generation, poverty reduction and economic transformation*.

Key interventions include an Agriculture Sector Policy and associated sub-sector policies to attract private sector investments; agriculture value chain development, including promotion of agri-business and agro processing; rebuilding and revitalizing the agricultural market infrastructure through cooperatives and commodities exchanges; quality assurance mechanisms development to strengthen access to export markets; increased production and productivity using sustainable land and water management practices to address hunger and food security needs; research and development and extension to ensure that farmers have access to the latest technologies, irrigation, seeds and other inputs to enhance productivity; promotion of climate smart agriculture to build resilience; pest and disease control, reduction of post harvest losses, as well as inputs management. Increased support will be provided to the livestock sector through promotion of value chains; development of feed resources; and disease control.

Government will promote a vibrant fisheries and aquaculture sector through research, sustainable management and utilization of the fisheries resources that would enhance employment and create livelihood opportunities, generate income and foreign exchange earnings, and contribute to food, and

nutrition security. In this regard, key interventions will address institutional development (human, policy and legislative, systems and tools); enhance fisheries infrastructure; and the improvement of value chains for fisheries and aquaculture.

### **Investing in our people through improved education and health services, and building a caring society**

The Gambia has made modest advances in realizing the MDG targets on education, health, nutrition and WASH, but significant challenges remain. Under the plan, government will prioritize further investments to develop the country's human capital through ensuring quality health and education, and making basic social services accessible and affordable to all and improving social and child protection systems for the most vulnerable.

**Education:** Government under the plan will focus on (i) enhancing access to early childhood education, (ii) improving quality learning, with special emphasis on Science, Technology, Engineering and Mathematics (STEM), Health, Agriculture and special needs at the basic, post-secondary/tertiary and higher education levels, promote TVET and other skills enhancing initiatives to match the job market; and (iii) take measures to enhance access to non-formal education in order to build a more skilled and productive work force.

**Health, Nutrition and Water, Sanitation and Hygiene:** Government during the plan period will focus on reducing maternal and new born mortality, reducing the burden of communicable and non-communicable diseases, and ensuring that the country has appropriately skilled health workforce in place. The weak health governance and partnership framework will also be strengthened. In nutrition, government will take measures to improve the nutritional well being of all Gambians, paying attention to mothers and children including the use of the Baby Friendly Community and Hospital Initiatives; Micronutrient Deficiency Control mechanisms; and use of Infant and Young Child Feeding practices to improve optimal infant and young child feeding. Under WASH, the plan will address improved, equitable access to safe and affordable water and sanitation, good hygiene practices, and environmental protection for all.

**Social Protection:** Key interventions on social protection will focus on building resilience and providing safety nets to address vulnerabilities by: Building Resilience through Social Transfer (BReST); cash transfer; improved leadership and coordination; strengthening child protection; and enhanced participation and economic empowerment of persons with disabilities.

### **Building our infrastructure and restoring energy services to power our economy**

**Energy and Electricity:** The Gambia is facing an electricity crisis, with demand significantly higher than capacity. Old dilapidated equipment, a dysfunctional policy environment that is poorly adapted to attract private sector investment and a power corporation deeply indebted, are among the key challenges faced. The energy situation is a serious constraint on growth and transformation of the economy. Under the plan, government will focus on improving the policy and regulatory environment to attract investments into the energy sector, improve generation capacity including the use of renewables and access to

electricity and enhance household energy security and ensure secured petroleum resources to support national development.

***Petroleum:*** To tap the potential for the new growth opportunity presented by petroleum, government will formulate and implement a sound exploration programme (permits and studies); design and establish a licensing regime (license model, sound tax schedules and environment management); formulate petroleum data management policies; review the Petroleum Exploration, Development, and Production Act 2004; and work towards security of supplies.

***The transport sector:*** Government will make a major effort to enhance land, sea, and air transport to boost affordability, accessibility, and competitiveness. Major strategies are Public Private Partnerships (PPP) for infrastructural development; policy reforms; road network expansions; road safety; port expansion and innovative management models; airport improvement; and public works management. Completion of the national road network, its maintenance and expansion of the secondary feeder roads network to improve access in rural areas are key priorities of government under the plan.

### **Promoting an inclusive and culture-centred tourism for sustainable growth**

Government's goal is to make tourism a highly competitive and sustainable industry that is people and culture centred that celebrates our cultural heritage and contributes to socio-economic development. Key interventions will focus on policy reforms in aid of competitiveness; marketing for destination recognition and attractiveness; quality service delivery; enhanced security; product diversity; enhanced community participation and greater linkages with other sectors especially agriculture and natural resources, as well as promotion of the Gambia's biodiversity and rich culture through opening up the sector to rural and non-urban based locations. These measures will boost tourism arrivals, tap high value market segments and contribute to jobs and economic diversification.

### **Reaping the demographic dividend through an empowered youth**

Government is determined to realize its commitment to "leave no youth behind" as it recognizes that youth are the engines of growth and are an essential pillar for any development. The goal for the sector is therefore premised on "secured sustainable livelihood for youths through skills development, decent work and excellence in sports". Under this theme, the major interventions entail: creation of employment opportunities and entrepreneurial skills for Gambian Youth; strengthening institutional and technical capacity of youth services agencies; strengthening existing youth employment and entrepreneurship programmes; advocacy programmes and policy dialogue platforms on youth employment and entrepreneurship; a national youth development fund; entrepreneurship and skills development programmes for persons with disabilities, including financing; multi- purpose youth friendly service centres across the country; increasing and improving young people's access to quality health services including Sexual and Reproductive Health; incorporation of rights based approach to youth planning and programming and the promotion of excellence in sports. Special programmes will be designed and implemented to facilitate the placing of returning youth migrants into productive employment and society.

## **Making the private sector the engine of growth, transformation, and job creation**

A vibrant private sector with significant growth in manufacturing, industry and trade contributions to economic growth and employment is envisaged under the plan. The key interventions will diversify local production by introducing high value products such as findi, moringa, sesame, honey, cashew and horticulture for both export and the domestic market; create market linkages focusing on building the quality infrastructure and hard infrastructure for agricultural products; enhance capacity for custom clearance and establishment of Single Window Custom Clearance system; diversify service export and strengthen trade in services data management; improve trade and investment negotiations; enhance consumer welfare through competitive markets; strengthen Weights and Measures Bureau; improve access to finance, and undertake tax reforms; undertake Investment incentives policy reforms; promote the Gambia brand; strengthen GIEPA; strengthen MSME and industry development, and create employment. Measures will also be taken to strengthen labour administration through review and implementation of the Labour Act and the Trade Union Act and regulations.

### **The Critical Enablers**

Seven crosscutting critical enablers will complement the eight strategic priorities of the plan, namely:

- ❑ A public sector that is efficient and responsive to the citizenry;
- ❑ Empowering the Gambian Woman to realize her full potential;
- ❑ Enhancing the role of the Diaspora in Gambian development;
- ❑ Promoting environmental sustainability, climate resilient communities and appropriate land use;
- ❑ Making The Gambia a Digital Nation and creating a modern information society;
- ❑ A civil society that is engaged and is a valued partner in national development; and
- ❑ Strengthening evidence-based policy, planning and decision-making.

### **A public sector that is efficient and responsive to the citizenry**

The new government's bold reform agenda will require strong public institutions and civil service reform as an important priority. The goal of civil service reform is: *efficient and responsive public-sector institutions*. Ensuring appropriate remuneration, motivation and proper management of the public service; pay and pensions reform; as well as the establishment of performance management systems constitute the major interventions of this critical enabler.

### **Empowering the Gambian Woman to realize her full potential**

While significant steps have been taken for the empowerment of women through several legislative acts, as well as vigorous efforts to ensure gender parity in primary education, the welfare of the Gambian women continues to lag significantly behind that of men. Government is therefore determined to promote gender equity, equality and empowerment of women and girls for sustained socio-economic development. Key measures under this theme will include gender mainstreaming; capacity development of women entrepreneurs; establishment of a fund to improve access to finance; legislative reforms and advocacy for enhanced representation and participation in decision making; gender based violence

reduction programmes; and abolishing harmful traditional practices such as female genital mutilation (FGM) and early marriage.

### **Enhancing the role of the Gambian Diaspora in national development**

The suspicion and antagonism that the former dictatorial regime had against the Diaspora is over. Government recognizes and values the Gambian diaspora as important factors and actors in national development. The NDP heralds a new approach to effective and productive engagement and partnership between government, non-state actors and the diverse diaspora. Practical and result-oriented diaspora-development programmes and schemes, based on global best practice will be developed and implemented. A Gambia Diaspora Directorate (GDD) will be created to coordinate the government's work in optimizing diaspora input and contributions to national development. Another key intervention is the formulation and implementation of a Diaspora strategy.

### **Promoting environmental sustainability, climate resilient communities and appropriate land use**

Under the NDP Government aims to ensure that Gambia's environment and natural resources are sustainably managed and conserved to increase resilience for the benefit of all. The interventions will focus on strengthening environment and Climate Change-friendly policies, programmes and awareness at all levels for resilience; emergency and disaster risk reduction and response at all levels – including through the use of Early Warning Systems (EWS); and the sustainable management of natural resources, and appropriate land use. Opportunities to tap resources from global climate funds in order to launch the country on a low carbon growth trajectory will be vigorously pursued under the plan.

### **Making The Gambia a digital nation, and creating a modern information society**

Government will strive to harness the benefits of ICT in all sectors of the economy for equitable development. Measures during the plan period will include: improving regulatory services and polices; establishing a National ICT Agency; establishing a National Data Centre to strengthen e-government; upgrading the Telecoms Access Network (Last Mile Connectivity); establishing a National Technology Park to spur research and development; increasing roll out of regional ICT centres to enhance connectivity to schools and communities; achieving digital switch over and analogue switch off; strengthening cyber-security and enhancing postal service delivery.

### ***A civil society that is engaged and is a valued partner in national development***

Decades of poor governance and dictatorship have significantly marginalized the role of civil society in the development of the country. Government is determined to reverse this and to work to ensure the emergence of an engaged civil society that is a valued partner in national development. Under the plan, civil society organizations will be strengthened to ensure that they are positioned as a representative, dynamic and credible consortium through capacity building, coordination and information sharing at both organizational and community levels, strengthening of social accountability mechanisms and improvements in the legislative and policy environment through research and advocacy for an appropriate

NGO Act. Similarly CSOs will be supported to deliver effective, relevant and sustainable services in a participatory way through capacity development on resources mobilization for sustainable development and comprehensive strategic plan development. Partnership/relationship with all stakeholders will also be strengthened to benefit from national, regional and global development initiatives.

### **Strengthening evidence-based policy, planning and decision-making**

The availability of credible data to inform development policy and track effectiveness is vital if the plan's objectives are to be met. While The Gambia has made significant strides through the Gambia Bureau of Statistics (GBoS), government will take further measures to ensure the generation and dissemination of credible development data for results based planning, implementation, monitoring and evaluation in a timely and cost effective manner. Key interventions relate to improving statistical governance, coordination of the National Statistical System (NSS) and data quality; the enhancement of sustainable quality human resources, physical, ICT and statistical infrastructures; production, dissemination and adequate monitoring and evaluating of quality data; and the forging of partnerships for sustainable funding.

### **The Accountability Framework and Plan Costs**

Strong and clear accountability mechanisms, which provide clarity with respect to institutional arrangements, roles and responsibilities, a robust M&E framework and enhanced government citizens' engagement, are vital for the plan's success.

The institutional framework proposed for the plan has two interlinked components:

- Policy oversight and coordination functions; and
- Technical and implementation functions.

The key institutions involved in oversight and policy coordination are: the National Assembly, Cabinet, an Inter- Ministerial Steering Committee, a Multi-Stakeholder National Coordinating Committee, and Regional Governor's Forum. A Government-Development Partners forum is also envisaged.

For technical and implementation oversight, the following mechanisms are proposed: A National Technical Committee, Technical Clusters, a National Monitoring and Evaluation platform, and a Regional Technical Advisory Committee cascading down to Ward levels.

### **Implementation Strategy**

Several interconnected strategies shall drive implementation of the National Development Plan, namely:

- Prioritization and sequencing of actions;
- Addressing regional disparities in access to basic services and strengthening integrated urban planning;
- Realignment of sector strategies and action plans to the overall orientation of the plan;

- Regional integration and cross-border cooperation; and
- Capacity development.

### **Monitoring and Evaluation (M&E) Processes**

As an integral part of implementing the National Development Plan, an M&E plan, including a results matrix was developed under which each strategic priority and critical enabler has accompanying goal(s), a set of outcomes, indicators (disaggregated to an appropriate level) with baselines and targets to facilitate the tracking and reporting progress of implementation. A Metadata for each indicator was also developed to provide definitions and to serve as reference.

A key innovation introduced in the National M&E framework for the NDP is the setting up of a Presidential M&E System/Presidential Dashboard that will allow for the monitoring and tracking of selected key indicators of the NDP at the highest level of the Executive. The main aim is to provide tools to the Executive to keep a close watch on progress in achieving the political objectives and development agenda the Coalition government has committed itself to delivering. Further reflection and analysis will be undertaken to deepen and operationalize this concept during the inception phase of the plan.

To ease Government’s burden in monitoring and reporting progress of the international and regional agreements the indicators in the NDP were closely matched to those from the SDGs and Agenda 2063. The aim is to have a national M&E process that is uniform and a “one stop shop” for all information on both national and international plans and agreements.

Mid-term and end-term evaluations will be conducted to determine lessons learned and the relevance, efficiency, effectiveness, impact and sustainability of programmes and policies outlined in the National Development Plan.

### **Strengthening Government - Citizens’ Engagement**

Government will pursue the following strategies during plan implementation to strengthen accountability and build mutual trust and transparency with citizens:

- All public institutions will be required to develop and publish Service Charters;
- Government will set up forums for citizens’ engagements and create opportunities for citizens to interrelate with public officials at all levels;
- Government will establish digital platforms to strengthen engagement; and
- Government will establish a “Feedback Unit” to build public interest on policy issues.

### **Plan Cost and Funding Gap**

The Gambia’s economy is passing through a challenging period with limited fiscal space to directly fund key societal priorities by government. It therefore expects the National Development Plan to be initially



largely funded with external assistance and Government contributions increasing gradually with the net impacts of reforms and as the economy improves and becomes more robust.

Government has therefore developed a **financing strategy** in order to bring greater clarity with respect to the specific funding modalities – government budget; ODA; and private sector sources – for the measures outlined in the plan. The strategy also includes the key flagship and priority programmes/projects through which the plan will be implemented.

The total gross budget, without accounting for available resources, stands at \$US2.4 billion. The main cost drivers are energy and infrastructure (57 per cent), agriculture (11.2 per cent) and human capital (8.34 per cent). Combined, the three strategic priorities account for 76.5 per cent of the budget. With respect to the highest cost driver, which is infrastructure and energy, most of the financing will be acquired through PPP and other innovative financing models.

The total cost of the flagships and priority projects of the plan, after accounting for committed resources is \$US 1.6 billion, of which \$US 157 million (9 per cent) is expected to be government contribution, \$US 1.0 billion (62 per cent) from ODA and \$US 471 million (29 per cent) from private sector investments.

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## List of Acronyms

AAAA	Addis Ababa Action Agenda of the Third International Conference on Financing for Development
AAIN	African Agribusiness Incubation Network
ACE	Africa Coast to Europe
AfDB	African Development Bank
AGOA	African Growth and Opportunity ACT
AGRA	Alliance for Green Revolution in Africa
ADR	Alternative Dispute Resolution
ANC	Antenatal Care
ANR	Agriculture and Natural Resources
ART	Antiretroviral Therapy
ARV	Antiretroviral
ASO	Analogue Switch Off
ASYCUDA	Automated System for Customs Data
AU	African Union
BASA	Bilateral Air Service Agreements
BFHI	Baby Friendly Community and Hospital Initiatives
BIA	Banjul International Airport
BOP	Balance of Payments
BReST	Building Resilience through Social Transfers
CAADP	Comprehensive Africa Agriculture Development Programme
CAPEX	Capital Expenditures
CBD	Central Business District
CBG	Central Bank of The Gambia
CBPP	Contagious Bovine Pleuropneumonia
CC	Climate Change
CCA	Common Country Assessment
CCPAP	Climate Change Priority Action Plan
CDM	Clean Development Mechanism
CEDAW	Convention for the Elimination of Discrimination Against Women
CIAM	Centre for Innovation Against Malaria
CIRT	Computer Incidence Response Team
CMC	Cash Management Committee
CR	Completion Rate
CREN	Centre for Rehabilitation and Nutrition Education
CRF	Common Result Framework
CPI	Consumer Price Index
CPIA	Country Policy and Institutional Assessment
CRR	Central River Region

CSA	Climate Smart Agriculture
CSOs	Civil Society Organizations
CSR	Civil Service Reform
CSRP	Civil Service Reform Programme
DDI	Diaspora Direct Investment
DDP	Directorate of Development Planning
DHS	Demographic Health Survey
DFQF	Duty Free Quota-Free
DLEAG	Drug Law Enforcement Agency The Gambia
DLS	Department of Livestock Services
DDMEC	Directorate of Debt Management and Economic Cooperation
DOA	Department of Agriculture
DOF	Department of Forestry
DRR	Disaster Risk Reduction
DR-TB	Drug Resistant Tuberculosis
DSA	Debt Sustainability Analysis
DWR	Department of Water Resources
DWT	Deadweight Tonnage
EBA	Every Thing But Arms
ECD	Early Childhood Development
ECOWAN	ECOWAS Wide Area Network
ECOWAS	Economic Community of West African States
ECE	Early Childhood Education
EE	Energy Efficiency
EFSTH	Edward Francis Small Teaching Hospital
EID	Early Infant Diagnosis
EIF	Enhanced Integrated Framework
EmONC	Emergency Obstetric and Neonatal Care
EMPRETEC	Emprendedores and Tecnologia (Entrepreneurs & Technology)
eMTCT	Elimination of Mother to Child Transmission
ESSP	Education Sector Strategic Policy
ETLS	ECOWAS Trade Liberalization Scheme
EU	European Union
EWEA	Early Warning Early Actions
FAO	Food and Agriculture Organization
FASDEP	Food and Agriculture Sector Development Project
FCR	Full Cost Recovery
FDI	Foreign Direct Investments
FGM	Female Genital Mutilation
FI	Financial Inclusion



FIT	Feed-in-Tariff
FSQA	Food Safety and Quality Authority
FP	Family Planning
GABECE	Gambia Basic Education Certificate Examination
GAF	Gambia Armed Forces
GAFDP	Gambia Artisanal Fisheries Development Project
GAINDE	Senegalese Automated System for Management of Customs
GAMWORKS	Gambia Agency for Management of Public Works
GAMTEL	Gambia Telecommunications Company Limited
GBA	Greater Banjul Area
GBOS	Gambia Bureau of Statistics
GBV	Gender Based Violence
GCAA	Gambia Civil Aviation Authority
GCAV	Gambia Commercial Agriculture and Value Chain Management
GCCI	Gambia Chamber of Commerce and Industry
GCCPC	Gambia Competition and Consumer Protection Commission
GCM	Global Compact on Migration
GCP	Growth and Competitiveness Project (GCP)
GDD	Gambia Diaspora Directorate
GDM	Gambia Diaspora Month
GDP	Gross Domestic Product
GEF	Global Environment Fund
GER	Gross Enrolment Rate
GFMC	The Gambia Forest Management Concept
GFMD	Global Forum on Migration and Development
GFRID	Global Forum on Remittances, Investment and Development
GFRS	Gambia Fire and Rescue Service
GID	Gambia Immigration Department
GIEPA	Gambia Investments and Exports Promotions Agency
GIS	Geographic Information System
GIZ	German International Cooperation Agency
GILMA	Gambia Indigenous Livestock Multipliers Association
GLMA	Gambia Livestock Marketing Agency
GMD	Gambian Dalasi
GNAIP	Gambia National Agricultural Investment Plan
GNTT	Gambia National Think Tank
GoTG	Government of The Gambia
GPA	Gambia Ports Authority
GPF	Gambia Police Force
GPS	Gambia Prison Service

GREC	Gambia Renewable Energy Centre
GSM	Global Systems for Mobile
GTB	Gambia Tourism Board
GTHI	Gambia Tourism and Hospitality Institute
HCT	HIV Counseling and Testing
HFO	Heavy Fuel Oil
HIV	Human Immunodeficiency Virus
HR	Human Resources
HRMIS	Human Resources Management Information System
HRSA	Human Resource Situational Analysis
ICT	Information and Communications Technology
ICD	Inland Container Depots
IDA	International Development Association
IEC	Independent Electoral Commission
IFMIS	Integrated Financial Management Information System
IHS	Integrated Household Survey
IITA	International Institute for Tropical Agriculture
ITC	International Trypanotolerance Center
ILO	International Labor Organization
IMF	International Monetary Fund
IMNCI	Integrated Management of Neo-natal and Childhood illnesses
IOM	International Organization for Migration
IPPs	Independent Power Producers
IPR	Investment Policy Reform
ISO	International Organization of Standardization
ISRT	Inter-State Road Transit
IUU	Illegal Unreported and Unregulated
IYCF	Infant and Young Child Feeding
JSC	Judicial Service Commission
JVAP	Joint Valletta Action Plan
KMC	Kanifing Municipal Council
LDC	Least Developed Country
LECRDS	Low Emissions Climate Resilient Strategy
LFO	Light Fuel Oil
LGAs	Local Government Authorities
LHDP	Livestock and Horticulture Development Project
LPG	Liquefied Petroleum Gas
LRR	Lower River Region
MDAs	Ministries, Departments, and Agencies
MDGs	Millennium Development Goals

MDFT	Multi-Disciplinary Facilitation Team
M&E	Monitoring and Evaluation
MICS	Multiple Indicator Cluster Survey
MIDWA	Migration Dialogue for West Africa
MNCH	Maternal Newborn and Child Health
MNSC	Multi-Stakeholder High-level National Steering Committee
MOA	Ministry of Agriculture
MoBSE	Ministry of Basic and Secondary Education
MoFEA	Ministry of Finance and Economic Affairs
MoHERST	Ministry of Higher Education, Research, Science and Technology
MoHSW	Ministry of Health and Social Welfare
MoLGA	Ministry of Local Government and Lands
MoPE	Ministry of Petroleum and Energy
MSDG	Migration and Sustainable Development in the Gambia (MSDG) Project
MOTIE	Ministry of Trade, Industry and Employment
MoU	Memorandum of Understanding
MoWA	Ministry of Women's Affairs
MOWTI	Ministry of Works and Transport Infrastructure
MSMEs	Micro Small Medium Enterprises
MT	Metric Ton
MTDS	Medium-Term Debt Management Strategy
MTE	Mid-Term Evaluation
MTEF	Medium-Term Expenditure Framework
MVA	Manufacturing Value Added
MW	Megawatt
NaLOA	National Livestock Owners Association
NaNA	National Nutrition Agency
NAP	National Action Plan
NAQAA	National Accreditation and Quality Assurance Authority
NARI	National Agriculture Research Institute
NAT	National Assessment Test
NASCOM	National Sole Fishery Co-management Committee
NAWEC	National Water and Electricity Company
NAYCONF	National Youth Conference and Festival
NBR	North Bank Region
NCD	Newcastle Disease
NCDs	Non-Communicable Diseases
NCCE	National Council for Civic Education
NDB	Net Domestic Borrowing
NDP	National Development Plan

NEAP	National Entrepreneurship Action Plan
NEC	National Economic Council
NEDI	National Enterprise Development Initiative
NEAP	National Employment and Action Plan
NEP	National Employment Policy
NEPAD	New Partnership for Africa's Development
NEMC	National Environment Council
NER	Net Enrolment Ratio
NES	National Export Strategy
NGOs	Non-Governmental Organizations
NICI	National Information and Communications Infrastructure
NRA	National Roads Authority
NSC	National Sports Council
NTAC	Nutrition Technical Advisory Community
NTP	National Transport Policy
NTSC	National Technical Steering Committee
NYSS	National Youth Service Scheme
OECD	Organization for Economic Co-operation and Development
OIC	Organization of Islamic Cooperation
OMVG	Gambia River Basin Development Organization
OPEX	Operating Expenses
PAGE	Programme for Accelerated Growth and Employment
PAFoM	Pan African Forum on Migration
PBB	Programme Based Budgeting
PEFA	Public Expenditure and Financial Accountability
PFM	Public Financial Management
PHC	Primary Health Care
PLHIV	People Living with HIV
PMS	Performance Management System
PMTCT	Prevention of Mother to Child Transmission
POC	Point of Care
PPAs	Power Purchase Agreements
PPPs	Public Private Partnerships
PPI	Private Participation in Port Infrastructure
PPR	Peste des Petits Ruminants
PROGEBE	Endemic Ruminant Livestock Project
PSP	Profit Sharing Plan
PURA	Public Utilities Regulatory Authority
PV	Photovoltaic
PWDs	People with Disabilities

R&D	Research and Development
RBM	Results-Based Management
RDI	Rural Development Institute
RE	Renewable Energy
RELO	Research–Extension Liaison Office
RH	Relative Humidity
RTS	Rapid Transit System
SBCC	Social and Behavioral Change Communication
SDGs	Sustainable Development Goals
SICs	Special Incentive Certificates
SIG	School Improvement Grant
SIS	State Intelligence Services
SMC	Seasonal Malaria Chemoprevention
SMEs	Small Medium Enterprises
SNF	Stake in the Nation Forum
SOEs	State Owned Enterprises
SP	Social Protection
SPS	Sanitary and Phyto –Sanitary Standards
SRH	Sexual and Reproductive Health
SSA	Sub-Saharan Africa
SSHFC	Social Security and Housing Finance Corporation
STEM	Science, Technology, Engineering and Maths
STH	Soil Transmitted Helminthes
STEP	Skills Toward Employment and Productivity
STI	Science Technology and Innovation
SWDCs	Sub-Ward Development Committee
T&D	Transmission and Distribution
TB	Tuberculosis
TBT	Technical Barriers to Trade
TCP	Technical Cooperation Programme
TDAAs	Tourism Development Areas
TFA	Trade Facilitation Agreement
TGSB	The Gambia Standards Bureau
TPD	Total Public Debt
TRC	Truth and Reconciliation Commission
TSA	Tourism Satellite Accounts
TV	Television
TVET	Technical and Vocational Education and Training
TWGs	Thematic Working Groups
UN	United Nations

UNDP	United Nations Development Programme
UNESCO	United Nations Educational Scientific Cultural Organization
UNFCCC	United Nations Framework Convention on Climate Change
UNICEF	United Nations Children’s Fund
UNFPA	United Nations Population Fund
UNIDO	United Nations Industrial Development Organization
URR	Upper River Region
UTG	University of The Gambia
VAMU	Vulnerability in Urban Areas
VCAs	Value Chain Actors
VDCs	Village Development Committee
VISACAs	Village Savings and Credit Association
	West African Science Service Center on Climate Change & Adapted Land Use
WASCA	Use
WASH	Water Sanitation and Hygiene
WB	World Bank
WCR	West Coast Region
WDCs	Ward Development Committee
WiMAX	Worldwide interoperability for Microwave Access
WHO	World Health Organization
WTO	World Trade Organization

## **PART I: The Plan**

PART I presents the outcomes and key results of the Eight Strategic Priorities and Seven Critical Enablers of the National Development Plan. It also includes the accountability framework and an overview of the plan funding requirements. These are treated in four (4) chapters, namely:

- ❑ Chapter 1: Plan Context and Overview
- ❑ Chapter 2: The Strategic Priorities
- ❑ Chapter 3: Critical Enablers
- ❑ Chapter 4: The Accountability Framework and Plan Costs

## Chapter 1: Plan Context and Overview

### 1.1 The Gambia – a Country Overview

The Gambia in West Africa occupies an area of 10, 689 sq km. A small sub-tropical country between latitudes 13°28N and 16°36W, it is bordered to the north, south and east by Senegal and has an 80km coast on the Atlantic Ocean to the west. The country's borders roughly correspond with the path of the River Gambia. The capital city is Banjul.

The country has a sub-tropical climate with two variations of distinct dry and rainy seasons. The dry season commonly known as 'Harmattan' usually starts mid-October and ends around mid-June every year with an average temperature of 32°C / 89.6°F. The rainy season usually starts around mid- June and ends around mid-October with August being the wettest month of the year, temperatures can reach up to 41°C/105.8°C.

The Gambia has a total area: 11,300 km<sup>2</sup> (4388 sq. miles) and out of this approximately 1,300 km<sup>2</sup> is of water bodies with an 80-km coastline and an exclusive fishing zone of 200 nautical miles with continental shelf. The agricultural land is 6,550 km<sup>2</sup> and the arable land is 588,000 hectares, of which, 334,000 hectares are under cultivation. It has a forest area of 4750 km<sup>2</sup> (i.e. 47.5 per cent of land area).

The official language of the country is English and the different local languages are Mandinka, Wollof, Fula, Jola, Sarahule, Serere, Manjago and Creole (krio). The Gambia's constitution guarantees freedom of religion. Christianity, Islam, and Traditional Religion are the major faiths practiced in the country with the following representation: Christianity (3.8 per cent), Islam (96 per cent) and traditional and other religions (less than 1 per cent)<sup>1</sup>. The total population according to the 2013 National Census was estimated at 1,857,181 inhabitants with average annual growth rate of 3.1 per cent.

### 1.2 The Context

The National Development Plan of The Gambia (2018-2021) presented in this document has been elaborated and will be implemented in a unique context shaped by a combination of endogenous and exogenous factors. The endogenous factors are the recent political developments in the country and internal economic and social challenges stemming from decades of dictatorship and bad governance. Exogenous factors include the global environment and regional and international frameworks the country has committed itself to implement i.e. the African Union Agenda 2063, Istanbul Plan of Action, and the Sustainable Development Goals (SDGs). These factors briefly highlighted below, as well as lessons derived from implementing the PAGE, underpin and inform the priorities of Government over the plan period (2018-2021).

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<sup>1</sup> Census 2013



## Endogenous Factors

### *Political Developments*

Following the historic election victory of Coalition 2016 on 2<sup>nd</sup> December 2016 and a protracted standoff peacefully resolved through the intervention of ECOWAS, a new Government was installed in The Gambia, ending 22 years of dictatorship and marking the movement towards the 3<sup>rd</sup> Republic in the country's political history and evolution since independence in 1965. In addition, the National Assembly elections held subsequently in April 2017 saw a radical shift in the balance of power with the former ruling party holding on to only 5 out of the 53 seats in the Assembly. Similar changes have occurred with the on-going professionalization of the public-sector institutions as well as the Judiciary.

However, the historic change that ushered in a new democratic dispensation with the promise of expanded freedoms, security and safety for citizens also underscores the urgent need for vigorous action to tackle the country's myriad of political, social, and economic problems. The systematic breakdown of the country's laws and institutions, the crisis in the economy, the need for national reconciliation to heal the wounds and divisions arising from decades of a brutal dictatorship, the rising frustration of all segments of society, but particularly so with the youth, all require immediate attention on the part of the new Government.

### *Internal Economic and Social Factors*

Notwithstanding the promise of a more positive future, the new government has inherited a dire economic and social situation and faces a daunting task of rebuilding a virtually destroyed economy:

- a) *A stalled economy arising from several shocks:*** a poor 2016/17 agricultural season, which drastically reduced the groundnut crop; a severe contraction of tourism receipts during the traditional high season, and volatile oil and commodity prices. Estimates put the combined losses from these shocks at \$ US 31 million or 3 per cent of GDP. Furthermore, gross international reserves declined to \$ US 60 million or 1.6 months import cover (2016).
- b) *Economic mismanagement and massive theft by the previous regime:*** has resulted in further fiscal shocks. Theft from State Owned Enterprises (SOEs) has been estimated at 4 per cent of GDP per year since mid-2014.
- c) *The country is in external debt distress:*** with an unsustainable public debt, which stands at GMD 48 billion (\$ US 1 billion) or 120 per cent of GDP. Because of this, debt servicing consumes a huge amount of government revenue, leaving very limited fiscal space for financing critical infrastructure and human capital development needs and denying our private sector access to finance and credit, vital for its growth and expansion.
- d) *An acute electricity crisis:*** arising from inability of the sector to meet domestic demand or for economic activities.
- e) *Agriculture:*** has not significantly contributed to poverty reduction as 91 per cent of the rural poor work as farmers while the sector continues to be relatively undiversified, mainly small holder based and characterized by rain-fed subsistence farming.
- f) *Tourism:*** is challenged by poor destination recognition/attractiveness; dwindling product quality; undiversified products; limited air access and reliance on tour operators; security; and environmental degradation.

- g) Trade:** the trading landscape is characterized by declining and stagnant domestic exports and an increasing growth in imports, which has led to a 30-year continuous current account deficit (except 2003, 2007).
- h) Education:** while advances have been made with regards to enrolment rates and girls' education at the primary level, the issue of quality and relevance of the curriculum and learning materials continues to be a source of serious concern.
- i) Health care:** The Gambia' strong primary healthcare (PHC) which was a model for other countries has deteriorated over the past years and is no longer able to serve the population adequately.
- j) Women's empowerment:** gender equality and women's empowerment remain a challenge in the country.
- k) Youth:** poor and inadequate education continues to limit the youth's productivity and acquisition of skills, while insufficient access to knowledge and information (including business development services for the entrepreneurial youth) is hindering their gainful engagement.

Efforts to fight poverty have also proven ineffective with poverty levels remaining unchanged in the past decade (the percentage of households living below the poverty line of 1.25 \$/day was 48.4 per cent in 2010 and 48.65 per cent in 2015). The average GDP growth of 3 per cent per annum has barely kept up with population growth of 3.1 per cent.

There is a rising rural poverty and a growing gap between rural and urban Gambia with regards to access to health, education, and basic services. While the proportion of the households living below the poverty line is 31.6 per cent in urban areas, the proportion rises to 69.5 per cent for rural Gambia. The rural areas account for 42.2 per cent of the country's population, but they hold 60 per cent of its poor.

Through this plan, Government will act decisively to address poverty, particularly rural poverty, and close the growing gap in access to basic services between the predominantly urban western part of the country, and the rural poor predominantly found in the east of the country.

Government is committed to serious economic reforms and the historic transition to democracy opens many possibilities that could spur growth, and restore the country's economic stability.

Since assuming office, government has taken many significant measures:

- ❑ There is a marked reduction in domestic borrowing, which is already bringing down the prime interest rate; from 23 per cent before the elections in December 2016, to 18 per cent in June 2017.
- ❑ A revision of the 2017 Budget has been undertaken with a view to bringing the budget deficit down; leading to reduction of government expenditure of about 1 per cent of GDP; and the budget of the Office of the President has been cut by 75 per cent.
- ❑ Priority is being given to youth issues and the first project signed by the new government is centred on youth empowerment through funding from the European Union (EU). The 11million Euro Project focuses on youth employment creation aiming to provide high quality skills training for potential youth entrepreneurs and start-ups.
- ❑ Government has also concluded budget support agreements with key development partners such as EU (GMD 1.25 billion), the World Bank (\$ US 56 million) and others African Development Bank (\$ US 7 million) to stabilize government finance.

## Exogenous Factors

### *The Global Environment*

The global environment currently presents many political, economic and security challenges. Politically, there is increased fragmentation and uncertainty with regards to international cooperation and solidarity that threaten some of the key gains realized in combating global problems and building global public goods. The setback with respect to the Paris Accord on Climate Change is a case in point. The global economy has shown signs of recovery with the IMF forecasting growth of 3.4 per cent. However, underlying weaknesses persists with weak growth forecast for the key economies that are drivers of global economic growth, as well as weak recovery of the price of commodities and other dampening factors. Finally, rising security threats at both global and regional levels create further uncertainties.

### *Regional and International Commitments*

While, the strategic thrust of Gambia's National Development Plan (NDP) is primarily driven by the need to respond to domestic challenges the country faces following years of dictatorship and the transition to democracy, the plan also seeks to accommodate regional and the international commitments, which the government seeks to implement. At regional level, African countries in January 2015 adopted Agenda 2063 and in July of the same year adopted its First Ten Year Implementation Plan. Since then, with the assistance of the African Union Commission, many countries have embarked on a process of internal domestication, which seeks to embed the Agenda's aspirations, goals, priorities, and targets into national development plans. The Gambia demonstrated its commitment when it requested a technical assistance mission in early 2016 to domesticate this important agenda.

#### **Box 1.1: The Gambia: Fragilities**

- A deterioration in governance with the country's ranking in the Mo Ibrahim index declining from 19th to 35th out of 54 African countries between 2009 and 2016 (WB 2017)
- A historic transition to democracy ending 22 years of dictatorship but with lingering tensions;
- An economy highly susceptible to weather-related shocks, fiscal slippages and worsened by a history of executive mismanagement and weak institutions;
- Inadequate provision of vital infrastructure services such as electricity, water and sanitation and waste management;
- Weakened social fabric with heightened community tensions;
- Limited progress in reducing poverty in the face of growing rural poverty – the proportion of the population below the poverty line has remained flat at around 48 per cent between 2010 and 2015; and
- A widening poverty and access to services gap between urban and rural Gambia - while the proportion is at 31.6 per cent for urban areas, rural Gambia has 69.5 per cent below the poverty line; with 42.2 per cent of the population, it has 60 per cent of the country's poor.

The United Nations General Assembly in September 2015 also adopted the Sustainable Development Goals (SDGs) as a successor to the MDGs. Many countries, including The Gambia, have since embarked upon integrating the SDGs into their national plans, with assistance mainly from the United Nations system. Similarly, the Gambia supports the Paris Climate Change Accord agreed in 2016, and the

Istanbul Declarations, which are additional, instruments being domesticated by the Gambia as a signatory.

## **Conclusion**

From the foregoing brief overview, a mixture of opportunities and challenges marks the context for the plan. These challenges have resulted in key fragilities summarized in Box 1.1.

Fortunately, there are many opportunities, notwithstanding these fragilities. There is a clear road map - the Coalition Manifesto and the Government Compact developed during a Cabinet retreat (5-7 May 2017) provide the overarching guide and anchor for the new plan. The country also enjoys tremendous goodwill globally and regionally.

### **1.3 Progress and lessons from implementing the PAGE (2012-2015)**

In December 2011, Government approved the Programme for Accelerated Growth and Employment (PAGE). Implementation started in January 2012 to end in December 2015, but was extended to 2016. An MTE was conducted in December 2013, but no final evaluation was undertaken. The main findings and conclusions of the MTE are summarized below.

- The level of poverty reduction, increase in employment and raising per capita income of Gambians planned for were not attained and not likely to be so by end of the PAGE. Two reasons behind the growth rate shortfall were: (i) drought in 2011 that held back better performance during the PAGE period; and, (ii) overoptimistic projections of annual rates under PAGE that set high growth target without having adequate growth drivers to make significant shifts in the baseline level.
- PAGE sought to consolidate the macroeconomic environment as a condition for further inclusive growth, but instead witnessed serious slippages emanating from widening budget and current account deficits. Proactive policies and strategies have been developed for improving competitiveness and to engender value addition in agro-processing, with steady gains registered in the number of new companies. However, the targets set under Pillar 1 for consolidating the macroeconomic framework were not achieved, while strengthening the main sources of economic growth and improving competitiveness presented a mixed bag of achievements.
- Under Pillar 2, improving and modernizing infrastructure in transport, energy and information and communications technology was largely achieved by heavy public and private sector investments with major road projects completed. The Africa Coast to Europe (ACE) Submarine Cable project facilitating broadband connectivity was also fully operational.
- Access to quality basic services under Pillar 3 consisting of education, health, water, and sanitation were improved with universal access to primary education and gender parity (1:1) in primary and secondary schools achieved. Secondary education, seen as a basis for employment under PAGE, made satisfactory progress, but quality needs improvement by ensuring that teachers are qualified, and a pupil -text book ratio of 1:1 is reached, among others. Access to health services and doctors had improved registering gains in reducing child and maternal mortality. However, the latter remains one of the most formidable challenges of the health sector, along with financial access and the ability to purchase prescribed drugs.

- Targets under Pillar 4: to improve governance and fighting corruption - The Gambia scored 3.3 out of a maximum possible score of six (6) in the 2013 Country Policy and Institutional Assessment (CPIA) report by the World Bank. The score was above the average of the 39 countries categorized under Sub-Saharan African countries eligible for IDA credit. The country had done better than the CPIA average on Public Sector Management and Institutions, but lost ground on quality on public administration and transparency, accountability, and corruption in Public Sector between 2011 and 2013. The process of decentralization had experienced considerable setbacks due to reduced commitment to pursue devolution, and inadequate human and institutional capacity on the part of the local councils.
- On Cross-Cutting issues: by mid-term into PAGE implementation, the Gambia, registered a myriad of achievements that put gender equality and women empowerment on a sound legal and institutional footing including the Sexual Offenses Act 2013, Domestic Violence Act of 2013, and Women's Amendment Act 2012. These bills domesticated international best practices/instruments, such as, the Convention for the Elimination of Discrimination Against Women (CEDAW) that The Gambia ratified in 1979. With respect to environment and natural resources, Gambia's forests have been steadily degraded over the past two decades due to the practice of clearing land for agriculture, habitation and for household energy needs. However, laws passed in the 1980s making logging illegal have reduced the incidence of deforestation, leading to an increase in the forest cover to between 43 and 48 per cent of the country's total land area.
- The institutional arrangements proposed by PAGE were hardly implemented and planning units instrumental at the sector level barely had the human and material resources to perform. Sustainability of PAGE financing was constrained as taxes were already deemed too high, debt burden increasing, and grants were quite volatile. The requisite institutional framework and processes Medium-Term Expenditure Framework (MTEF) and Programme Based Budgeting (PBB) to strengthen sustainability were relatively weak.

Overall, PAGE was found to be highly relevant to stakeholders, but effectiveness in achieving development results and consolidating macroeconomic management was low. The effectiveness of PAGE regarding results on Education, Health and Water was rated high while growth sources to achieve PAGE targets and selected global indices under all other Pillars were moderate.

On balance, an economic contraction due to poor rains combined with the fallout from Ebola in neighbouring countries on tourism and trade in 2014 lingering into 2015 worsened the moderate rating to low as foreign private investment and remittances did not increase and partners did not intervene through budget support to uphold achievements. Poor governance and economic mismanagement lay at the heart of the poor results achieved and the resulting slide into social and economic decline.

#### **1.4 Plan Formulation Process**

With the coming in of the new government, it was evident that a new National Development Plan had to be formulated that took account of the momentous changes the country had gone through, the vision of the new government and the expectations of the country's citizens. The election of a new government and the National Assembly elections that followed in April 2017, as well as

transformations within the Judiciary resulted in wholesale changes within the three centres of power under the Constitution of The Gambia.

The process of developing the new plan was initiated with a landmark Cabinet retreat that took place 5-7 May 2017, which resulted in a Government Compact setting out the priorities. The Government compact, coalition manifesto and other key documents formed the basis for the preparation of the plan.

An accelerated process was launched to formulate the new National Development Plan through the following:

- The 12 existing Thematic Working Groups under PAGE were reactivated, and additional ones created on Governance, Gender, Civil Society Organizations, and Data for Development. Issues related to disability were integrated into the work of the human capital thematic working group (social protection);
- A technical team and a policy oversight committee (comprised of Permanent Secretaries of Ministry of Finance and Economic Affairs, Office of the President, Office of the Vice President, Personnel Management Office, Higher Education and Solicitor General with the Director of Development Planning as secretary) were put in place to spearhead the plan preparation process;
- The first draft NDP was prepared during June/July 2017;
- Consultations with key national stakeholders, such as the national assembly, the private sector, civil society and the independent electoral commission were held in the early part July 2017;
- A Consultation meeting with key development partners was held on 25 July 2017 to obtain feedback and gauge the degree of buy in; and
- A validation meeting was held 3rd October 2017 and a final plan was prepared and submitted for Government approval.

The plan finalization process also included briefings to the National Assembly (16 November 2017), to the Permanent Secretaries (21 November 2017) and to Development Partners (13 December 2017).

An International Conference on The Gambia will be hosted by the European Union in Brussels, Belgium, in March 2018 with the goal of strengthening the partnership between Government of The Gambia and the international community and to mobilize technical and financial resources needed to implement the national development plan. Concurrent to the plan revision, government also embarked upon a capacity needs assessment exercise and developed a capacity building strategy to strengthen implementation of the new National Development Plan.

## 1.5 The Vision & Plan Framework

Drawing upon the Government Compact of May 2017, and other declarations of the new government, a plan framework was developed, outlining the guiding vision, the overall goal, (see Box 1.2) and strategic priorities of focus during the next four years (2018-2021). The plan framework presented in Figure 1 below is results-based, and designed to strengthen accountability for delivery and feedback on government performance.

### **Box 1.2 Vision and Goal of the Plan**

#### **The Vision**

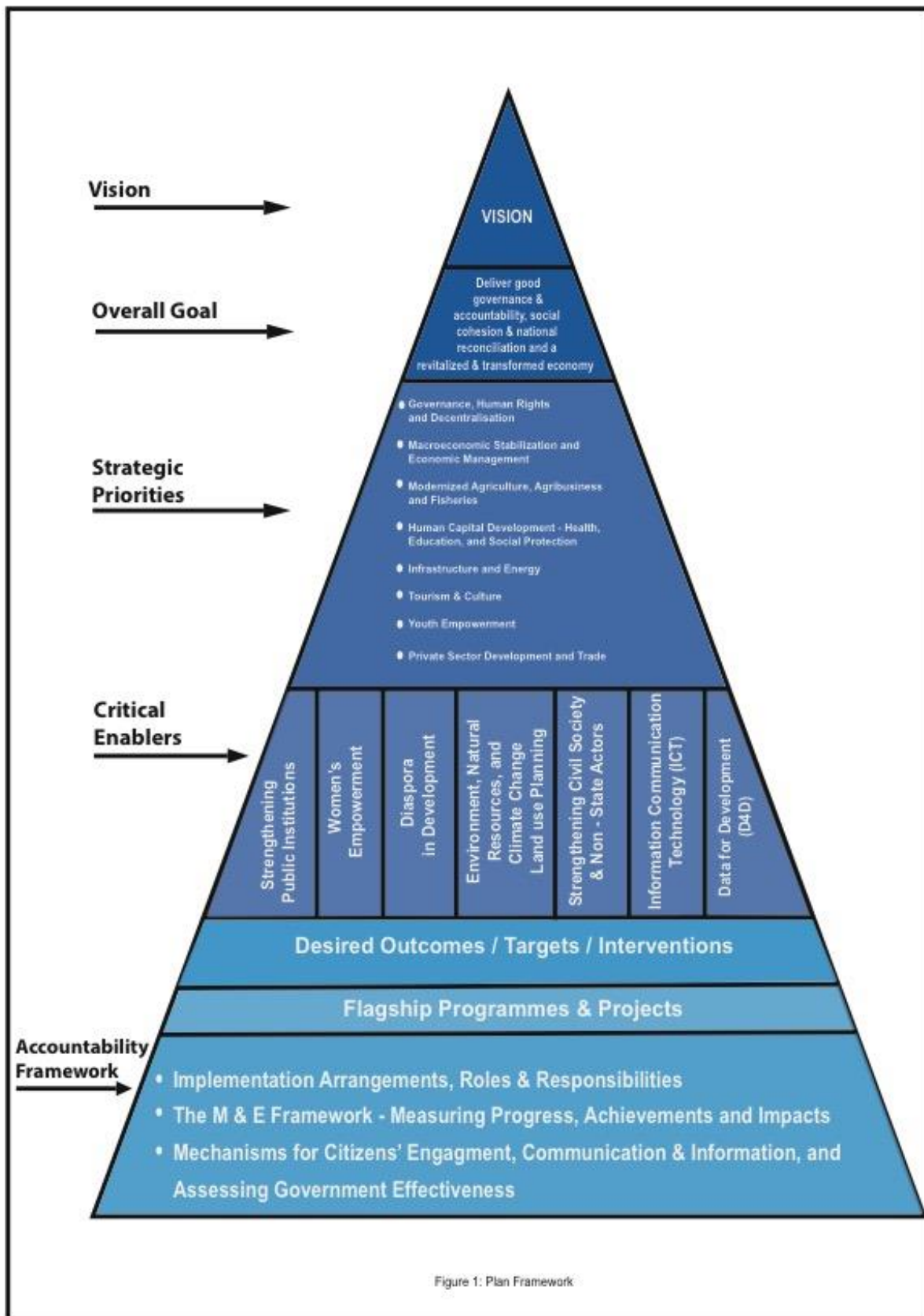
*To transform The Gambia into a country where:*

- *All citizens enjoy the benefits of the highest standards of governance, are equal before the law, and freedom of expression is fully guaranteed;*
- *The government is fully accountable to its citizens and the constitutional provision on separation of powers is fully respected;*
- *There is social cohesion and harmony among communities;*
- *Citizens enjoy a high standard of living and access to health, education, food, quality basic services and housing is guaranteed to allow citizens to lead decent and dignified lives;*
- *Women, youth and children realize their full potential;*
- *A caring and nurturing environment exists for children, persons with disability and the elderly;*
- *An enabling environment is in place for the private sector to thrive and create decent jobs, especially for the young;*
- *Our natural endowments and their resilience create lasting solutions to poverty;*
- *Modern science, innovation and technology are harnessed to spur people-oriented development; and*
- *There is good neighbourliness with all countries based on our cherished values of democracy and mutual tolerance.*

#### **The Goal**

*Deliver good governance and accountability, social cohesion, and national reconciliation and a revitalized and transformed economy for the wellbeing of all Gambians*







## **1.6 Alignment with the SDGs and Agenda 2063<sup>2</sup>**

The Government of The Gambia has made an explicit commitment to integrate the Sustainable Development Goals (SDGs) and Agenda 2063, as well as the Paris Agreement on Climate Change and the Istanbul Programme of Action into its National Development Plan.

An initial analysis of the alignment of an early draft of the NDP with the SDGs and Agenda 2063 at the indicator level, identified elements that are fully aligned, partially aligned or not aligned to the global and regional agenda. The results showed that 42 per cent of the NDP indicators are fully or partially aligned with the SDGs and 35 per cent with Agenda 2063. The National Development Plan, which is a four year plan, therefore lays a strong foundation for the effective implementation of Agenda 2030 and the First Ten Year Implementation Plan of Agenda 2063, both of which have longer planning horizons, respectively of 15 and 10 years.

The priorities of the country as it emerges from a protracted period of dictatorship and economic crisis, understandably have a somewhat slightly different emphasis, and are driven primarily by the urgent need for government to address many pressing social and economic ills affecting the country. Government is committed to ensuring to the extent possible fully alignment of its planning frameworks with the global and regional commitments enshrined in these instruments.

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<sup>2</sup> THE GAMBIA SUSTAINABLE DEVELOPMENT GOALS ROADMAP -

## Chapter 2: The Strategic Priorities

### 2.1 Introduction

The Gambia is in the cusp of a historic transition and finds itself at a critical juncture in its political history and economic life. The new National Development Plan (NDP) seeks to translate the new government's political and economic agenda into a concrete set of actions to address key development challenges and meet the justified expectations of the citizens of the country.

Chapters 2 and 3 outline the proposed actions and measures government plans to undertake to address the country's challenges over the four years of the plan period (2018-2021).

The plan is anchored on eight (8) strategic priorities, which are treated in chapter 2 and seven (7) critical enablers dealt with in the next chapter (3). For each strategic priority and critical enabler, the plan identifies the goal to achieve, the key results expected, the desired outcomes and key interventions.

Annex 2 presents a compilation of all the goals, the outcomes, and key interventions, as well as the lead/convening institutions and the supporting ones. A results matrix setting out the targets, indicators and baselines and means of verification can be found in annex 3.

#### **Box 2.1: The Eight Strategic Priorities**

1. Restoring good governance, respect for human rights, the rule of law, and empowering citizens through decentralization and local governance
2. Stabilizing our economy, stimulating growth, and transforming the economy
3. Modernizing our agriculture and fisheries for sustained economic growth, food and nutritional security and poverty reduction
4. Investing in our people through improved education and health services, and building a caring society
5. Building our infrastructure and restoring energy services to power our economy
6. Promoting an inclusive and culture-centred tourism for sustainable growth
7. Reaping the demographic dividend through an empowered youth
8. Making the private sector the engine of growth, transformation, and job creation

## 2.2 Restoring good governance, respect for human rights, the rule of law, and empowering citizens through decentralization and local governance



This strategic priority treats the three inter-linked components of governance (inclusive of human rights and the rule of law), decentralization and security sector reform.

### 2.2.1 Governance, Human Rights and the Rule of Law

Good governance and human security are central to citizens' wellbeing, prosperity, and safety, and underpin all modern societies. Unsurprisingly, the decades of bad governance experienced by the Gambia had wide-ranging impacts on all segments of society and were the bane of macro-economic stability and growth. Restoring good governance, rebuilding, and restoring public confidence in key institutions, upholding human rights and strengthening access to justice, in the context of transitional justice are urgent priorities.

Government is determined that the country will regain its reputation as a beacon of democracy and be recognized as one, which upholds the highest standards of governance. Considering this, the goal of the NDP with respect to governance and human rights is to: ***enhance and improve human rights, access to justice and good governance for all.***

Table 2.1 Key Expected Results for Governance, Human Rights and Access to Justice

- A revised Constitution by 2021
- An amended Criminal Code and Public Order Act by 2021
- An amended Information and Communications Act, Children's Act, Women's Act, District Tribunal Act, and Elections Act by 2021
- Fully functional Human Rights and Anti-Corruption Commissions in conformity with International standards by 2021
- Full compliance with reporting obligations under ratified Human Rights Treaties
- A Truth, Reconciliation, and Reparations Commission by 2021
- An amended Ombudsman Act by 2021
- Fully functional Ombudsman, NALA and ADRS offices in all the Administrative Regions by 2021
- Fully functional Courts and Tribunals in all the Administrative Regions by 2021
- Indigenized judiciary and State Law Office by 2021

The NDP proposes three key outcomes to achieve this goal and results on strengthening governance (outcomes 1.1, 1.2 and 1.3).

### ***Outcome 1.1: Enhanced Good Governance and Freedom of Expression***

#### **The Ministry of Justice**

The Constitution of the Gambia has undergone several revisions over the past two decades. Forty nine (49) amendments have been identified, which underscores the need for substantial revision of the Constitution. By 2019, the 1997 Constitution of the Republic of The Gambia shall be comprehensively reviewed and necessary recommendations made and a new Constitution that promotes good governance and is suitable for the people of The Gambia adopted. Extensive consultations are planned, and if necessary a referendum on the new constitution will be held, following which the National Assembly will adopt a new constitution

In addition, there shall be a comprehensive review and harmonization of all existing criminal justice legislations, with a focus on those laws that were intended to stifle freedom of expression in all its forms, which include, but are not limited to the Criminal Code, Public Order Act and the Information and Communication Act and the Elections Act. As part of this process, the Ministry of Justice would also support the Department of Social Welfare and the Ministry of Women's Affairs in reviewing and consolidating the amendments to the Children's Act of 2005 and the amendment to the Women's Act 2010 respectively, to be in line with International standards. In the same vein the District Tribunal Act will also be reviewed by the end of 2020, in collaboration with the Judiciary and the Ministry of Lands and Regional Government.

### ***Outcome 1.2: Improved Access to Quality Justice Service (including the Ombudsman and ADRS), without undue delay by an Independent and Efficient Judiciary, Ombudsman and ADRS***

Key institutions working on improving access to justice are the Judiciary, which is the third arm of authority under Gambia's constitution, the National Agency for Legal Aid, the Ombudsman's Office, the Alternate Dispute Resolution Mechanism, and the Ministry of Justice. The performance of all these institutions was seriously undermined in the past decades, which hampered citizens' access to justice. The plan seeks to redress this by the end of 2021.

#### **The Judiciary**

An independent and efficient judiciary delivering justice without undue delay is indispensable for the rule of law and good governance. Independence is best secured through security of tenure of judicial officers and through administrative autonomy of the judicial institution. The constitutional framework will be improved to ensure better security of tenure and avoid the abuses of the past two decades, which were characterized by arbitrary dismissals of judges and magistrates.

The 1997 Constitution provides for administrative autonomy of the judiciary as a self-accounting unit (Section 144) with responsibility for the recruiting of its staff through the Judicial Service Commission (Section 146) and for the administration of its affairs (Sections 120 and 121). Most of these constitutional

provisions have remained a dead letter. They need to be implemented now as the Gambia seeks to enter a new era of respect for the rule of law, justice, human rights, and good governance.

During the plan period, the Judicial Service Commission (JSC) would be strengthened to execute its mandate in line with the Constitution. The legal framework will be strengthened to support and enhance the independence of the judiciary and the relevant authorities will be sensitized on the need for judicial administrative and financial autonomy.

The successful implementation of the judiciary's mandate will rest largely on the shoulders of well trained, competent, experienced, and well-motivated staff – Judges, Magistrates, Cadis and other administrative staff. Because of unattractive terms and conditions of service many Gambian legal practitioners opt for the private sector leading to an unhealthy domination of the judiciary by non-Gambians. This situation must be reversed.

The indigenization of the judiciary will depend on incentives to attract and retain local staff. During the plan period, government will adopt measures to indigenize the judiciary by providing incentives, improving the terms and conditions of service for Judges, Magistrates and Support Staff and expanding the Courts and Tribunals throughout the country. Performance will also be greatly enhanced by programs for initial and continuing professional training. In this regard, government will activate the local Judicial Training Institute to enable it devise and deliver continuing legal education programmes for the staff of the Judiciary.

Delivery of justice within a reasonable time is a fundamental right as justice delayed is justice denied. Court proceedings and the pace of trials can be significantly improved by use of modern technology for instance in recording and transcription. Currently all court proceedings are manually recorded by the hand of the judges and magistrates and subsequently typed out to comprise the record of the case. This process is slow, tedious, time consuming, fraught with many challenges, which delay the process of cases at trial and on appeal. Improved automation of recording and transcription of court proceedings through court stenography and other electronic systems can truly expedite court proceedings. This could perhaps be single most revolutionary step in dealing with the problem of delays in the machinery of justice.

Government will therefore undertake measures to expedite Court proceedings and improve legal service delivery through an improved automation and database system (i.e. improve and expand the CAT - Computer Automation and Transcription system), set up a database system to ensure the proper recording and preservation of judicial proceedings, and create specialized small claims courts to expedite timely justice delivery.

Government will implement appropriate measures for the storage, preservation and retrieval of judicial records, many of which date back to the beginning of the last century. A well-stocked library for legal research is an indispensable tool for the legal profession. Such a facility does not currently exist and needs to be developed. The judicial records – case files, judgments are an important element of the national history and heritage and should be preserved. There is currently no proper management of court records,

proper storage, or preservation. Hence, they are in danger of being destroyed and a part of our history thus lost.

To substantially improve access to justice in rural Gambia, the government will take the following measures: (i) expand the court infrastructure to the rural areas to ensure that judges and magistrates can operate on a full-time basis in these areas. This would give concrete meaning to the right of access to justice by the people, particularly at the grassroots; (ii) Much of the existing court infrastructure is in serious need of repair and rehabilitation in order to make the environment more conducive to the work required to be carried out; and (iii) Integration of district tribunals within the judiciary - The District Tribunals, which mainly administer customary law and some legislation, continue to be under the purview of the Executive, rather than the judiciary. They fall under the Ministry of Local Government, which is responsible for the appointment of their members and the management of their affairs. This is contrary to the principles of separation of executive power from the judicial power. The Islamic courts have now come fully under the purview of the judiciary. The District Tribunals likewise should be fully integrated into the judiciary with the Judicial Service Commission and the Office of the Chief Justice respectively being responsible for the appointment of their members and their administration.

### **Office of the Ombudsman**

The Office of the Ombudsman promotes good governance through access to justice, promotion of the rule of law and protection of human rights. While numerous cases have been addressed in the public sector, the private sector has not received due attention because of a lack of a clear mandate. During the plan period, the Ombudsman Act will be amended to enable the office meet the needs of the Private Sector.

The institution has made significant progress in the execution of Chapter 1V of the 1997 constitution and section 3(b) and 11(2) of the Ombudsman Act. The Ombudsman has been granted unrestricted access to prisons and police cells and all detention centres. In line with this Government will strengthen the capacity of the ombudsman institution to fully assume its responsibilities of asset declaration and to visit all prisons and detention centres. The institution will also advise government and all stake holders on the observance of the fundamental human rights of prisoners and detainees.

The investigation and complaint handling process will be further strengthened to address the problems of maladministration, injustice, unfair treatment, discrimination and corruption in government institutions. New techniques will be employed using the online complaint handling system already established. Workshops, clinics, “bantabas”<sup>3</sup>, Radio and TV programmes will be increased to further raise awareness of the role and functions of the Ombudsman.

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<sup>3</sup> Village Public Platforms

Chapter XX1 section 223 of the 1997 Constitution requires all public officers to make a written declaration of their assets to the Ombudsman on assuming office, every two years and on leaving office. This process will be intensified during the plan period to ensure that the scheme covers all officers concerned.

The African Ombudsman and Mediators Association (AOMA) through the Grand Bassam Declaration of 2017 has mandated Ombudsman Offices in Africa to serve as National Preventive Mechanisms (NPM) against torture and all forms of degrading treatment. Government has started setting the foundation for this and it will be pursued during the plan period.

There is the need to further strengthen the capacity of the institution for effective service delivery. During the plan period, there will be both short and long-term training as per the institution's strategic plan. The decentralization process will continue during the plan period to increase access to justice for the average Gambian. In addition to offices already operating in NBR, LRR and URR, satellite offices will be opened in CRR and West Coast Region during the plan period, thereby making the ombudsman services available nationwide and strengthen the autonomy and independence of the office as mandated by the 1997 constitution. The office will continue to work with regional Governors, National Assembly Members, Chiefs, youth leaders, women mobilizers and all stakeholders to strengthen the decentralization process and improve access to justice.

### **The Alternative Dispute Resolution (ADR) Mechanism**

Through the Alternative Dispute Resolution (ADR) government will intensify efforts to strengthen the capacity of staff & mediators for increased uptake of ADR cases and will take measures to decentralize the ADRS delivery mechanism. The number and background of Community Mediators will be improved and capacity building will be provided to assist in conflict prevention and resolution.

To ensure sustainability, the ADR Secretariat will undertake measures for self-sufficiency and progressively reduce its dependency on government financial support in order to make it a fully autonomous institution. This would be achieved by developing the arbitration services in the short term and by initiating consultative process in 2020 to develop a training institution, which offers accredited postgraduate degrees in ADR related courses.

### **The Ministry of Justice**

In its efforts to improve access to quality justice service delivery, government plans to indigenize the State Law Office. Government also intends to improve the quality of its ancillary legal services at the Companies Registry, Curator of Intestate Estates office, Deeds and Intellectual Property Registry, through setting up automation and data base systems. The Ministry of Justice shall also finalize the formulation of The Gambia's first ever Intellectual Property strategy and policy to support national innovation and creativity for the economic, social and cultural development of The Gambia.

## **National Agency for Legal Aid (NALA)**

NALA continues to be an essential component of Government's quest to bring quality justice service to the doorsteps of the populace. During the plan period, the Agency intends to undertake a comprehensive institutional development programme that improves the way the Agency executes its mandate.

Government realizes that NALA requires a robust policy and regulatory framework to guide both its governance and operations. Therefore, it will work with partners to ensure the existence and implementation of a policy and regulation by the end of 2021. Key issues that will be addressed at the policy level include creating the right environment to attract and retain a corps of legal personnel. Similarly, and in response to the growing need for legal aid, deliberate measures will be taken to not only engage in staff recruitment processes, but build the capacity of NALA staff through local and external based trainings and thus make them responsive to the diverse needs of their clients. A core component of the institutional development programme of NALA that will be pursued is the establishment of a digital recording and information management system to improve the efficiency of the agency's work. A communications plan to engage the society on a two-way process that not only informs and educates on the existence of NALA, but also receives feedback on the service quality from clients will be developed. In a bid to improve access, government will establish NALA offices in the 5 Administrative Regions of the Gambia. The implementation of the comprehensive institutional development programme hinges on the availability of resources, and in that respect, NALA will develop a resource mobilization strategy that will guide the search for financial and material resources during a four-year period.

### ***Outcome 1.3: Human Rights and Democracy Institutions and Mechanisms Established and Strengthened***

#### **The Ministry of Justice**

The repressive twenty-two years of the past regime, during which Gambians suffered gross violations of human rights abuses, such as arbitrary arrest, unlawful detention, torture, disappearances and extra judicial executions justifies the need for the establishment of a **Transitional Justice Mechanism** by 2018. This process will include the setting up of a **Truth and Reconciliation and Reparations Commission** that will operate as a mechanism to solve many of the human rights violations and abuses that took place in the last two decades. A TRRC will help Government to document and establish an accurate historical record of events, pay reparations to victims and provide valuable lessons for the Government and the people of The Gambia in the future. The transitional Justice process also includes the establishment of various commissions of inquiry into past injustices and corruption.

In line with international best practices for the promotion and protection of human rights, government has taken steps to set up a **National Human Rights Commission** that will be responsible for the promotion and protection of human rights in The Gambia. Plans are already underway for the finalization of the draft bill and establishment of the Commission by 2018.

For Gambia's compliance with the United Nations Convention against Corruption, Government is in the process of finalizing a draft Anti-Corruption Bill, which seeks to establish an **Anti-Corruption Commission**



by 2018 for the eradication, suppression and prevention of corruption and corrupt practices in The Gambia.

As party to various international treaties, the Government of The Gambia is obliged to regularly submit periodic reports on the implementation of such treaties, most especially the treaties on human rights. Currently there is a backlog of State Reports for various treaties and there is need for a renewed sense of determination to clear all backlog of reports in line with our international obligations. Considering this, efforts are underway for the preparation of all outstanding reports for submission before 2021.

As part of the Host State Agreement with the African Union, The Gambia is obliged to build a befitting headquarters building for the African Commission on Human and People's Rights since 1987. Given that the Commission is the only continental body hosted in The Gambia, the Ministry of Justice intends to commence the construction of the African Commission Headquarters to consolidate The Gambia's position as the human rights capital of Africa. Land has already been identified for this project and construction is to be completed by 2020.

The existing juvenile justice system is beset with constraints such as the poor handling of children's cases, and an insufficient number of trained officials including judges, magistrates, and the police, immigration, and armed forces. These limitations contribute to further marginalization and neglect of the rights of children. Government will therefore strengthen the Child Protection Unit of the Ministry of Justice to foster greater collaboration within the Child Justice Administrative System.

### **The National Assembly**

The National Assembly of the country has experienced a drastic change with the previous opposition, which was insignificant in terms of its political representation, now assuming the role of the majority. In addition, most of the members are new. For the Assembly to effectively carry out its legislative, oversight and representational functions, the capacity of its members will need to be substantially built. Furthermore, the members' capacity to fully function and be effective for the 15 oversight committees will need to be strengthened, as well as those of the staff of the Assembly; the capacity of the professional staff of the Assembly will also be strengthened.

### **The Independent Electoral Commission (IEC)**

The conduct of free and fair elections is a hallmark of a fully functioning democratic system. Gambia's Independent Election Commission played a pivotal role in ushering in the new democratic dispensation. However, it continues to face operational and capacity bottlenecks which will be addressed during the plan period.

### **National Council for Civic Education (NCCE)**

Recognizing the need for public awareness and sensitization of the citizenry in promoting good governance, the role of the National Council for Civic Education (NCCE) cannot be underestimated.

Government will work with the NCCE for effective sensitization and awareness raising of the public on all legal reforms.

### **National Agency Against Trafficking In Persons (NAATIP)**

By the end of the plan period, government expects to improve on the Gambia's rankings in the **Trafficking Victims Protection Act (TVPA)** minimum standard requirement used by the US Department of State to gauge the performance of countries from Tier 2 to Tier 1, which is the best standard in the fight against Trafficking in Persons.

Government will engage in institutional reforms that are geared towards improving NAATIP's legislative, policy and regulatory framework, the Agency's human resources as well as its systems, tools and processes.

The key components of the reform process are as follows:

- **Amendment of the TIP ACT 2007 to enhance prosecution and enforcement functions of the NAATIP:** Through this intervention, government will resolve one of the most binding challenges that hinder the execution of the Agency's mandate. Government will collaborate with all stakeholders especially the National Assembly, Gambia Immigration, and Gambia Police to amend the TIP Act and make provisions that allow NAATIP to not only detect, deter and stop trafficking in persons, but to proceed to persecute offenders for punitive and reform purposes.
- **Formulate a TIP Policy and Strategic Plan:** To manage for development results, NAATIP requires and will therefore formulate a policy and strategic plan that addresses issues which are critical to its functioning including, governance, human resources, operations, financing, partnerships, monitoring and evaluation. It is envisaged that with this road map, NAATIP can operationalize its programmes through annual plan of actions and thus eradicate or drastically reduce the occurrences of trafficking in persons.
- **Strengthen Human Resource Capacity:** NAATIP operates with a skeletal staff complement, which hinders its operations. Furthermore, the staff of the agency require training to improve their output and in response to the changing trends on trafficking in persons. To this end, the agency will develop and execute a capacity building programme that will not only provide optimal staff numbers, but staff with the requisite qualifications and skills set.
- **Establish systems and tools for the management of NAATIP operations:** This will feature management information systems (MIS), digital recording system, and other tools that aid investigation and data management. This aspect of NAATIP's reform agenda is expected to improve on its efficiency.
- **Develop and execute a communications plan:** This will create awareness at all levels of society on the ills of trafficking in persons, smuggling migrants and irregular migration and on how to detect and report the matter. The agency will organize more sensitization activities especially within the border areas.

- **Make operational the TIP Victim support fund:** Although the TIP Act provides for the creation of the victim support fund, it has not been operational. The Agency will collaborate with partners to use this fund for the rehabilitation and reintegration of victims of TIP.

### 2.2.2. Security Sector Reform

Peace, security and stability are essential to the realisation of the National Development Plan goals and it is the Gambian State that is solely responsible for security delivery. The State recognises that to achieve conditions that are sustainable in the longer-term will require a security sector that is responsive to those internal and external threats that infringe on national and human security. Through its Security Sector Reform process, the State has set a vision for a sector that meets the security needs of the population and which provides an effective structure and mechanisms for regional and international cooperation and collaboration.

The security institutions in The Gambia face deep-rooted governance challenges following 22 years of authoritarian rule. For over two decades, social stability was maintained through state coercion and submission of the populations, whereby the Gambians were subdued by an abusive state security apparatus, allegedly characterized by harassment, arbitrary arrests, torture, and extra-judicial killings with human rights abuses routinely committed with impunity. Though functional in the most repressive ways against the citizens, the security institutions were compromised under the previous regime in fulfilling their core functions. The Gambia's security sector was characterized by inadequate governance and oversight mechanisms. The security institutions together with those of justice and rule of law witnessed sector-wide degeneration of international standards, characterized by abuse of power, political interferences, lack of professionalism, poor civil-military relations, inadequate human resources management, and inadequate technical skills and capacities. The state of the security institutions, particularly the armed forces, lacked the trust of the population.

The security institutions of The Gambia comprise the armed forces, the police force, immigration service, prison service and drug and law enforcement, Fire and Rescue Service and the Intelligence service.<sup>4</sup> At the time the new government took power, the security institutions presented a high risk to stability and sustained peace in the country. In addition to the politicization of the security forces and the breakdown of command and control under the former regime, the relatively high number of units of security forces, some of them with overlapping mandates, contributed to weakening the efficiency of the security services.

Against this background and the Government of The Gambia's recognition of the inextricable nexus between Development and Security, Government has started to take steps to transform the security sector at the strategic sector-wide level. As noted by the President in mid-March 2017, urgent support should focus on building trust between the political leadership, the population and the defence and security institutions. It is only in a context of stable civil/military/security relations that wider reforms of

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<sup>4</sup> The sizes of these various security sector institution will be established during SSR implementation

the security and justice sector can take place. For the necessary security safeguards, the GoTG places high commitment to the security sector reform agenda to ensure coherence and complementarity of support from all development partners.

The SSR process is starting with the development of a national security sector reform strategy with focus on the security sector governance, while ensuring institutional and sector-wide coherence. The aim will be to re-build trust of the population in the security sector and provide for support mechanisms for broad and inclusive participation of all stakeholders in the articulation of a national security sector reform strategy and the establishment of dialogue platform for all stakeholders involved in security sector governance (CSOs with emphasis on women and youth, the Ombudsman, the National Human Rights Commission (being established), relevant committees of the National Assembly, etc.

Given the current context in The Gambia, where perceptions of tribalism and exclusion based on ethnicity, a conflict-sensitive approach and equal inclusion and participation of persons from all ethnic groups in The Gambia will be of utmost importance.

The Government will seek technical and funding support for the implementation of the security sector reform strategy and a comprehensive SSR programme for The Gambia. The overarching goals of the reform is to re-engineer the structures and culture of security institutions to make them more responsive, affordable, accountable and that can sustainably cater for the needs of The Gambia based on democratic norms and principles. The reform is also geared towards encouraging local ownership and leadership of the entire process in collaboration with partners as well as to guarantee the sustainability of the structures created or reformed.

A recent Needs Assessment exercise conducted by Technical Working Group constituted by government was mindful of the holistic and integrated nature of the SSR process especially the four main pillars:

- a. **Political Dimension** - Relates to the development of mechanisms for democratic control of the security sector (relevant Committees of the National Assembly, civil society organizations);
- b. **Institutional Dimension** - The reform of structure, effectiveness, accountability and capabilities of security service provision and oversight mechanisms (the Armed Forces, Police, State Intelligence Service, Immigration, Prisons, Drug Law Enforcement, Penal Chain, etc.);
- c. **Economic Dimension** - Basically seeks to establish realistic plans in order to sustain and maintain the institutional reforms with the involvement of the Ministry of Finance and Economic Affairs; and
- d. **Social Dimension** - To raise societal awareness of security issues pertinent to development. The aim is to mobilize all government, national and international mechanisms and structures, and simultaneously involve civil society and other stakeholders in the process to exert their oversight role.

Government is also mindful that SSR is a long and complex process that would need a systematic approach, starting with laying the critical foundation to build a full-scale security sector reform process. By including the security sector reform as an integral part of the National development plan Government

signals its intent to give it the attention it deserves as a fundamental requirement for sustainable development.

Table 2.2: Key expected results for Security Sector Reform

- Availability security sector assessment report
- Availability of an inclusive national security strategy
- 7 regions reached with sensitisation messages of the SSR
- Existence of a comprehensive communication plan
- 100 per cent of strategic level personnel trained on management and decision making

***Outcome 1.4: A reformed security sector and establishment of civilian and democratic oversight mechanism guaranteed for non-recurrence of serious human rights violations by the security forces***

Pending the preparation of a detailed and fully costed security sector reform programme, the anticipated scope of the priorities of the SSR will include the following interventions:

- Development of overarching frameworks for national security policy and the national security strategy and a comprehensive SSR Programme;
- Formulation and development of the policy frameworks to govern, manage and administer the individual institutions that make up the sector;
- Development of in-depth institutional policy and strategic frameworks with related reform projects for the key security institutions of Gambia Armed Forces (GAF), Gambia Police Force (GPF), State Intelligence Services (SIS), Gambia Prison Services (GPS), Gambia Immigration Department (GID) and Gambia Fire and Rescue Services (GFRS);
- Comprehensive capacity building of security forces and empowerment of oversight organs and mechanisms such as National Assembly related Defence and Security Committees, National Human Rights Commission and involvement of civil society organisations;
- Reviewing and restructuring of the Ministry of Defence and Ministry of Interior to enhance governance, management, accountability and oversight capacities;
- Development of a comprehensive communication plan to encompass a public sensitization process and participation on SSR generally, and select cross cutting issues targeting the youths, women and civil society organizations across all regions;
- Training of strategic level security personnel to enhance managerial competence and judicious decision making capacity;
- Development of mechanisms for vetting and right-sizing of the security forces, including gender and ethnic balance;
- Building political leadership and ownership by the Government to engage in SSR and enhance consensus on security sector governance.

A successful security sector reform and establishment of civilian and democratic oversight mechanism of the security sector are guarantees for non-recurrence of serious human rights violations allegedly

committed by the security forces and for assurance that the security services effectively serve as protectors of the people.

### 2.2.3 Decentralization and local governance

The 1997 Constitution provides for decentralization by devolution of some central government functions to local governments. These constitutional provisions led to the formulation of several enabling policy and legal frameworks on Local Government Reform in The Gambia.

The decentralization program started well with the initial surge in international development partner support, strong political will, and commitment from government. A gradual waning of donor support and a tight government budget has stalled the decentralization process. The momentum further decreased due to domestic issues around political will, inadequate funding, low competences in councils, role conflicts between the centre and the periphery and between councils and new semi-autonomous entities.

The NDP goal for decentralization is: ***fully empowered and functional local government structures that stimulate and respond to the demographic and economic trends of the Gambia.*** Outcomes 1.4-1.6 and the key related interventions and expected results for decentralization are presented and discussed below.

Table 2.3: Key expected results for Decentralization

- Increased number of professional staff in total council/LGA staff from 8 to 52
- Increase in the number of functional decentralize structures including VDCs, WDCs, SWDCs with implemented Action Plans from 0% to 100%
- Increased proportion of LGAs/Council with independent control of their fiscal operations from 0% to 100%
- Increased existence of a financial management systems at all LGAs from 2 to 7
- A unified financial management systems in existence at all LGA's and Governors offices
- Existence of regional strategic plans in all regions.

### **Outcome 1.5: Effective and harmonized policies and regulatory frameworks for enhanced coordination of the decentralization programme**

**Formulate Relevant Sector Policies and Regulations:** The resolution of the multiple challenges confronting decentralization will require the establishment of dedicated policies and regulations, which will ultimately create the enabling environment for decentralization to thrive.

While Government remains committed to the formulation of the multiple policies and regulations and will do so in this plan, it will simultaneously ensure that the type of decentralization promoted by these instruments is responsive and based on the principle, which redirects public investment (economic production, infrastructure, social services, and human capital formation) to areas of greatest need i.e., the poorer districts of The Gambia.

Government will collaborate with all stakeholders to develop policies and regulations that reflect the following four components, which are necessary for the appropriate pursuit of decentralization:

- 1) Resource Allocation, which will gradually increase from the centre to the periphery, reverse the periodic eroding of councils properties to other agencies and which will honour the 25 per cent budgetary allocation by Central Governments to the LGAs;
- 2) Responsibility for Public Services where ownership of local infrastructure in education, health, irrigation, roads, sports and culture is given to municipalities, with the concomitant responsibility to maintain, equip and administer these facilities, and invest in new ones;
- 3) Oversight Committees, which will provide an alternative channel for representing popular demand in the policy-making process. It will be composed of representatives from local, grass-roots groups, these bodies will propose projects and oversee municipal expenditure;
- 4) Creating new municipalities will continue and its associated systems, tools, human resource, and accountability mechanisms will be strengthened.

**Formulate and implement a communication strategy for decentralization:** Using multiple approaches, Government will formulate and execute a robust behavioural change communication strategy on decentralization to address misconceptions.

**Creation of new growth centres:** In line with the principle of creating new municipalities, Government will pursue its plan for establishing seven growth centres by undertaking detailed studies of the proposed seven sites and subsequently developing sites plans.

#### ***Outcome 1.6: Strengthened Human and Institutional Capacities at all levels for Decentralization***

**Conduct capacity building:** Government will facilitate capacity building at all levels i.e., Government MDAs, civil society and for business private sector operators. In the short term and pending a comprehensive capacity building plan, Government will train personnel on, GIS, land valuation and administration, cartography, urban planning, mapping, civil engineering. The specialized training will be offered to different cadres of staff and technical departments within the ministry. The Ministry will solicit the support of other stakeholders and partners to achieve this.

**Transform the Rural Development Institute (RDI) into a national and regional training hub for local governance, land management and community development:** Government will transform the RDI by revising its curriculum, procuring teaching, and learning materials and undertaking capacity upgrading including the teaching staff. The systems and tools for administration and management competencies will also be developed. NGOs and other partners such as tertiary education institutions will be key stakeholders in this process.

**Develop and implement evidence based planning, monitoring and evaluation:** Government will work with councils on the formulation of municipal strategic plans, as well as, the activation of planning

authorities/boards. Currently, only 37 per cent (3) of councils have strategic plans. With these interventions, it is expected that all councils (100 per cent) will have functional strategic plans.

**Strengthening systems, tools, and procedures for effective and efficient management.** This will involve the procurement of systems and licenses for accounting and auditing, development of working tools and documents, procedures and building the required infrastructure for greater efficiency and effectiveness in all municipal councils.

**Implementation of participatory slum upgrading programme (PSUP):** Government's interventions will involve construction and rehabilitation of some basic social services such as roads, drainages, markets and waste management programmes in selected slums (Ebo Town, Banjul-Tobacco road and Brikama Jambarsanneh).

**Support LGAs in the establishment and functioning of decentralized structures.** Government will bring together partnerships comprising the private sector including the non-state actors such as Civil Society Organizations (CSOs) and Community Based Organizations (CBOs) to work towards more responsive, viable and productive decentralized structures.

Government recognizes that effective local governance requires vigorous local politics in which competition spurs political entrepreneurship and policy innovation as parties vie to win new voters. Government will therefore facilitate (i) an open and transparent electoral system, which both promotes and is (indirectly) sustained by (ii) a competitive party regime. These will combine to produce a third, endogenous requirement of good local politics, especially important for a substantive focus on local issues and local people.

For civil society to provide useful oversight and a feedback mechanism for the governing process, it must be able to accomplish a limited, but important set of tasks. It must be able to identify a specific failing of local policy at the community level. It must then be able to formulate a coherent demand or complaint and transmit it upwards through its own hierarchical levels. Local civic leaders must be able to take up this complaint and communicate it convincingly to the mayor/governor or municipal council.

***Outcome 1.7: Expanded Revenue Base of Councils supported by Standardized Financial Management and Accounting Systems***

**Procure and operationalize a standardized and unified financial management and accounting system:** Currently, only 37 per cent of councils have computerized financial management packages. Government will during the plan period ensure that all the 8 councils (100 per cent) have standardized and unified financial management systems.

**Develop and operationalize a resource mobilization plan for each LGA:** The current base line is that only 1 council has a plan in place. Government will by 2021, ensure that all the 8 councils have their resource mobilization plans in place (100 per cent coverage) and implementation is in earnest.



**Conduct property valuation and revaluation in the GBA:** With the active participation of the private sector, Government will facilitate property valuations and revaluations in the GBA; utilizing the services of the private sector will ensure quality and timely implementation of the process.

## 2.3 Stabilizing our economy, stimulating growth, and transforming the economy



The Gambia has experienced prolonged periods of macroeconomic instability and poor economic management, arising principally from bad governance. The goal of this priority area is to: **enhance macroeconomic management for sustainable and inclusive economic growth and poverty reduction.**

Table 2.4: Key Expected Results for Macroeconomic Stabilization and Economic Management

- Reduce Overall Deficit as % of GDP from 9.8 % to 3.0 %
- Increase Tax revenue by source as % of GDP from 18.05 % (Tax) to 23.6%. With respect to the Country's debt burden, the key results for the plan period are:
  - ✓ Reduce Net Domestic Borrowing as % of GDP from 11.4% to 1%
  - ✓ Reduce Total public debt stock as % of GDP from 120.3% to 87.1%
  - ✓ Reduce Domestic debt stock as % of GDP from 67.9% to 45.1%
- Establish a Budget variance (aggregate outturns compared to original approved budget) from 40.95 to 0 (+-3%)
- Reduce Procurement violations as % of total procurement from 33.7 to <=5(Procurement)
- Improve competitive procurement methods (grade) from grade D (2014) to grade B (2021)
- Reduce Price Stability measured by CPI from 7.1% to <=5%
  - An Updated SOE/PE Act
- Conduct and make available fiscal risk assessment reports
  - Produce yearly financial statements for all 13 State Owned Enterprises

The priority area has five outcomes (outcomes 2.1 – 2.5) and the key interventions needed to realize them are detailed below.

### **Outcome 2.1: Prudent Fiscal Management for Debt Sustainability and Enhanced Resource Alignment**

Achieving prudent fiscal management to ensure debt sustainability requires rational strategic plans and an expenditure framework in line with the resource envelope of the country. This would speed up reducing the domestic borrowing and interest payment. This policy shift will also ensure the achievement of the NDP debt target of one per cent of GDP.

Prudent debt management is needed to manage the risks associated with the large public debt while accommodating financing needed for development. To successfully achieve this, a Debt Management

Advisory Committee has been established to improve coordination and information exchange between the relevant departments of MoFEA and the CBG, and relevant SOEs, on both domestic and external debt to better manage the public debt. Government will continue to seek external grants and concessional loans to finance public investment with a minimum grant element of 35 per cent.

To restore fiscal discipline, government will undertake reforms aimed at addressing fiscal imbalances through mainly rationalization of government institutions and diplomatic missions, the implementation of a vehicle policy, etc. This will ensure prudent expenditures and by association a reduced need for domestic borrowing.

Measures will be undertaken to strengthen cash management. In this regard, a robust, consistent, and reliable Cash Management Committee (CMC) has been constituted and made operational to determine the Net Domestic Borrowing (NDB) requirement, approve and continuously monitor the implementation of the consolidated government cash plan. A report identifying all extra-budgetary spending will be prepared. It will also involve the establishment of additional procedures by MoFEA to ensure all government expenditures and revenues are entered through IFMIS.

Government will implement the Medium-Term Debt Management Strategy (MTDS) to bring the country's debt situation to a sustainable and manageable path. This would help to accommodate in a timely manner macroeconomic developments. It would also ease pressure on the domestic debt market thus maximizing the external concessional financing, as well as attract non-debt flows. The above strategic steps would be properly executed if:

- There is timely and comprehensive provision and monitoring of debt data.
- Debt management advisory committee comprising MOFEA the CBG, and the relevant SOEs is established, and hold quarterly meetings.
- There is continuous monitoring and coordination to avoid recurrence of arrears.

Government will enhance efficient and effective revenue generation. As a tax-based economy, it is prudent to broaden the tax base and improve tax efficiency by venturing into viable tax areas, such as, property taxes and put in place mechanisms to encourage taxpayers' compliance level (especially in the case of public enterprises).

Government will also endeavour to:

- Eliminate all nuisance taxes and tax multiplicity;
- Capitalize on opportunities presented by remittances, as well as innovative financing mechanisms, such as, Public Private Partnerships; and
- Step up efforts to build and strengthen partnerships for development by ensuring that all development aid is properly captured and accounted for in the national budget.

Measures will be taken to enhance the linkage between the budget and national development priorities (MTEF and PBB). One of the significant steps to be taken to ensure budget credibility is to address the variation between budget and actual expenditure. This would be done by:

- Strengthening planning processes to ensure that there is full alignment of the budget with plans;
- Improving revenue forecasts accuracy through capacity building and the provision of quality and reliable data;
- Improving accounting, auditing, and reporting frameworks by minimizing arrears through commitment controls; and
- Strengthening the procurement cadre to ensure more value for money in the use of public resources.

### ***Outcome 2.2: Transparent and Accountable Public Financial Management***

As a catalyst for ensuring the efficient and effective allocation and utilization of economic resources, transparent and credible public financial management systems must be put in place to improve and obtain sustainable financial management. To achieve this government will implement the PFM strategy within which the following measures will be taken:

- Prepare a report identifying all extra-budgetary spending and, on that basis, establish additional procedures adopted by MoFEA to ensure all government expenditures and revenues are entered through IFMIS.
- Prepare a complete inventory of all government and other public-sector bank accounts at the CBG and commercial banks, and prepare an action plan to restore the Treasury Single Account (TSA).

Cash management in the context of prudent fiscal management will be strengthened, while monetary policy would continue to support prudent fiscal policy in the quest to attain macroeconomic stability.

### ***Outcome 2.3: Sound Monetary Policies in place for Price and Exchange Rate Stability***

As the monetary authority, Central Bank Gambia (CBG) will continue to design and implement sound monetary and flexible exchange rate policies with a view to ensuring that inflation remains relatively stable within single digits.

The CBG will continue the implementation of a flexible exchange rate and monetary policy, which aims at price stability. It is essential to let the exchange rate fluctuate to absorb external shocks and increase the resilience of the economy. The CBG will intervene in the market only to ensure orderly market conditions, or purchase foreign exchange to meet its needs for external obligations. The CBG will continue to use a money-targeting framework to pursue its price stability objective of keeping inflation at/or below 5 per cent, and use its rediscount rate to signal changes in the policy stance. After exiting fiscal dominance, monetary policy will become effective in terms of controlling liquidity.

Finally, government will rebuild foreign reserves and improve reserve management through appropriate strategic policies aimed at improving related financing flows of FDI, remittances and official flows (grants

and loans) in the short to medium term, as well as through improving the business environment by lowering the cost of doing business.

***Outcome 2.4: Well-governed and financially viable State Owned Enterprises (SOEs) for enhanced macro-economic stability and service delivery***

**Strengthen the capacity of the central SOE oversight structure**

Fiscal oversight of the SOE sector has been weak and needs to be urgently strengthened. Inadequate oversight arrangements undermine Government's ability to measure and monitor SOE performance on an on-going basis, to anticipate the need for corrective action and formulate such action, and to identify and manage fiscal risks associated with SOE operations. Recognizing this, the Government will review the legal framework governing the operations and oversight of SOEs, and extend the fiscal reporting framework to include all general government operations.

**Improving financial discipline, corporate governance, and legal frameworks for SOEs**

Several measures are planned to achieve this, including:

- *Improving transparency and disclosure of SOE operations and finances.* In this plan, Government will ensure that it receives sufficient information on SOE performance for use in decision-making. The SOE oversight unit (MOFEA-PPP), as representative of the owner, will seek and receive copies of all annual and interim reports and financial statements, along with other information relevant to the SOEs. International Financial Reporting Standards (IFRS) and International Standards for Audit (ISA) would be implemented to improve financial reporting and audit for all SOEs. To increase transparency all audited financial statements and annual operational reports of all SOEs would be made available to the public on the Internet, as soon as they are submitted to the National Assembly. Training programs to upgrade accounting skills in the SOEs will also be strengthened.
- *Normalizing financial relations between the SOEs and the State.* In creating a sustainable relationship between the SOE sector and the national budget, a requirement would be included in the Law for full reimbursement by the Government of the costs incurred by SOEs in delivering public service obligations that are financially non-viable. This will include the costs of complying with any government directives that require them to deliver goods and services at prices below cost. Dividend payments will be required from any SOEs that have the financial capacity to pay them after satisfying their internal needs for investment. Strong recovery action will also be taken against SOEs that accumulate tax or other payment arrears. Legal agreements would be signed between the MOFEA and the SOEs for all SOE debts guaranteed by the State. In addition, fiscal risks will be monitored in a systematic way by the oversight unit and debt unit (including in the Debt Sustainability Analysis exercises) with risks mitigated by a series of measures, which includes restricting the SOEs' ability to raise debt, charging SOEs for the guarantees, imposing guarantee ceilings, and quantifying contingent liabilities in the annual national budget statement.

- *Legal and regulatory reform.* To effectively implement the reform agenda, Government will review the existing laws and regulations governing the SOE sector, notably the Public Enterprises Act, the Companies Act, and the individual Acts governing those SOEs not incorporated under the Companies Act. This review exercise will focus on: strengthening the powers and role of the central oversight unit, creating a level playing field and improved corporate governance by incorporating all SOEs under the Companies Act.

***Outcome 2.5: Enhanced, Independent and Autonomous Economic Governance Institutions for effective Macro-Economic Management and Stability***

This outcome will seek to strengthen key governance institutions, such as the Central Bank of The Gambia and deepen Gambia’s financial market.

**Strengthen the autonomy and independence of the Central Bank of The Gambia**

This will entail review of the Act and other legal provisions of the CBG with a view to strengthening its autonomy and independence. Provisions relating to the Board of Governors and the Governor of the CBG will be reviewed.

**Strengthen the Autonomy and Capacity of NAO and Internal Audit Directorate to provide effective assurance services To MDAs.**

Measures will be taken to strengthen the autonomy and independence of the National Audit Office. Government will capacitate the internal audit directorate (human, tools and systems) and support the decentralization of the internal audit functions to MDAs. In addition, Government will transform the Internal Audit Directorate to an Agency to enhance its independence in providing effective and efficient services.

**Strengthen and deepen Gambia’s Financial Sector**

Under the plan, government will formulate a Capital Markets Act, which will facilitate the establishment of local capital markets, and spells out the institutional and legal framework capable of enhancing long term financing of developmental projects to spur sustainable and equitable economic growth and development.

While much work has focused on improving the investment climate in developing countries for institutional investors, less work has focused on the institutional investors themselves. Therefore, emphasis will be placed on developing the domestic “buy side”—which encourages greater participation of local and regional institutional investors such as pension funds and insurance firms in domestic capital markets. Most fundamentally, the large pools of savings will be mobilized as important sources of long-term finance for economic growth—including for example infrastructure financing. In addition, a well-functioning buy side will be promoted to reduce the economy’s reliance on foreign portfolio investors, and increase macroeconomic resilience to shocks caused by sudden capital inflows and outflows.

The importance of strong human capital as a foundation for financial market development is often underestimated. Financial markets, particularly capital markets crucially need reliable regulation and enabling laws; and these can only be properly designed and enforced by people who have a clear understanding of private-sector behaviour, armed with sufficient legal and financial training, and know how to be able to conduct detailed financial analysis, and risk assessment for decision making. To this end, Government will work with partners to ensure adequate and well-qualified corps of practitioners within the industry. Similar measures will also be undertaken to develop and/or strengthen instruments such as Islamic Banking.

## 2.4 Modernizing our agriculture and fisheries for sustained economic growth, food and nutritional security and poverty reduction



The agricultural sector is one of the leading contributors to GDP, accounting for 20-30 per cent. It is a major employer and key contributor to poverty reduction. But the sector's performance has been far from optimal. Under the plan, Government will therefore undertake major efforts to revitalize the sector. This will be achieved through creating an enabling policy environment, to promote private sector led and pro-poor public investment initiatives. This will provide significant boost to growth, transformation and food and nutritional security. It will also contribute in a major way to addressing growing rural poverty – although rural Gambia now has less than 50 per cent of the country's population, it accounts for 60 per cent of the poor.

An agriculture-led rural transformation agenda is critical to addressing growing rural poverty. Government considers rapid agricultural growth a high priority and the NDP would be used as the foundation to achieve this. The sector will actively seek the 10 per cent Malabo budgetary allocation to Agriculture. The aim is to reach an annual agricultural growth rate of 6 per cent by 2021.

Fisheries Sector though operating way below its potential can play a major role in the economic development and poverty reduction efforts of the country.

### 2.4.1 Agriculture

The goal for Agriculture under the plan is: ***a modern, sustainable and market oriented agriculture and livestock sector for increased food and nutrition security, income and employment generation, poverty reduction and economic transformation.***

Table 2.5: Key Expected Results for Agriculture

Results Area	Key Results
Legislation and Policies	<ul style="list-style-type: none"> <li>● An agricultural policy and sub-sectors with costed strategic plans increased from 20% to 100%;</li> <li>● An animal health Act;</li> <li>● A Phytosanitary Act</li> </ul>
Value Chain Development and Agricultural Commercialization	<ul style="list-style-type: none"> <li>● For agro-processed products by type (000' Mt): <ul style="list-style-type: none"> <li>✓ Increase Fruits production from 127(000' Mt) to 162(000' Mt)</li> <li>✓ Increase Vegetable production from 34 (000' Mt) to 50 (000' Mt)</li> <li>✓ Increase Dairy production from 0.811 (000' Mt) to 30 (000' Mt)</li> <li>✓ Increase Honey production from 5 (000' Mt) to 6.5 (000' Mt)</li> </ul> </li> </ul>
Basic Agricultural Crop Commodities	<ul style="list-style-type: none"> <li>● Reduce % of post-harvest losses in major crops (cereal) from 30% to 20%</li> <li>● Increase production of basic agricultural commodities for enhanced food and nutrition security as follows: <ul style="list-style-type: none"> <li>✓ Increase Maize production from 38 (000' Mt) to 43 (000' Mt)</li> <li>✓ Increase Groundnut production from 89 (000' Mt) to 100 (000' Mt)</li> <li>✓ Increase Rice production from 69 (000' Mt) to 122 (000' Mt)</li> <li>✓ Increase Onion production from 6 (000' Mt) to 19 (000' Mt)</li> <li>✓ Increase Tomato production from 4 (000' Mt) to 15 (000' Mt)</li> </ul> </li> </ul>
Livestock Production and Animal Products	<ul style="list-style-type: none"> <li>● Increase livestock production for food self-sufficiency in animal and animal products- Volume of total production by commodity (000' Mt) <ul style="list-style-type: none"> <li>✓ Increase Cattle production from 4931 (56%)(000' Mt) to 5670 (000' Mt)</li> <li>✓ Increase sheep production from 449 (5%) (000' Mt) to 750 (000' Mt)</li> <li>✓ Increase Goat production from 988 (11%) (000' Mt) to 1600 (000' Mt)</li> <li>✓ Increase Pigs production from 1166 (13%) (000' Mt) to 1400 (000' Mt)</li> <li>✓ Increase Poultry (Local from 720(8%) to 1200; Broiler from 562(6%) to 1150)</li> </ul> </li> <li>● Increase Off-take rate by animal species as follows: <ul style="list-style-type: none"> <li>✓ Cattle from 11.9 to 15.9</li> <li>✓ Sheep from 22.3 to 29.8</li> <li>✓ Goat from 25.1 to 33.5</li> <li>✓ Pigs from 50 to 66.8</li> <li>✓ Poultry (Local from 40 to 53.4; Broiler from 100 to 100)</li> </ul> </li> <li>● Increase Average cattle milk production per/annum from 25,882,650 to 28,470,915 (litres)</li> <li>● Increase Quantity of eggs produced per/annum from 675 to 1,148 (000'Mt)</li> </ul>

***Outcome 3.1: Consolidated Agriculture Sector Policy with appropriate sub-sector policies to create an enabling environment for modern, market-led agriculture in place***

A revised agriculture policy framework is essential to address many of the shortcomings that are contributing to the poor performance of the sector. An updated policy will help government create the needed public goods and services and complement private investments in the sector. In this regard, government will make efforts to improve expenditure prioritization and enhance the efficiency and

productivity of public spending on agriculture. Government will launch a comprehensive consultative process to develop and validate the new/ revised policy and adopt the requisite legislative framework. This will also include development of the appropriate sub-sector policies as well as extension and communication strategies.

As part of implementation of the new policy, government will adopt a multi-year financial programming, especially a medium-term expenditure framework, to help bring greater predictability in the allocation of budgetary resources to the sector.

Without adequate institutional and technical capacity, the goal of rapid and sustained agricultural transformation would be difficult to achieve. Government will work to enhance the institutional capacity of the Ministry of Agriculture. In the short-term, focus will be given to: (a) policy analysis entailing tools and expertise in investment and project appraisals; (b) monitoring and evaluation to ensure that projects are having the desired results; and (c) development of agricultural statistics and information to strengthen planning.

Currently the Gambia is engaged in the “Zero Hunger” strategic review process, which aims at examining government approach to food security and nutrition with a view to identifying successes, bottlenecks, and opportunities, and, on that basis, develop strategies to achieve zero hunger by 2030. The results of the review will provide significant inputs into the sector policy adjustment envisaged under this outcome, and will provide baseline on food and nutrition security in The Gambia.

The Gambia is currently implementing The National Aflatoxin Control Action and Investment Plan (NACAIP). The African Union Commission’s Partnership for Aflatoxin Control in Africa (AUC-PACA) assisted the Government of The Gambia to develop the NACAIP. The NACAIP is informed by the situational analysis for the mitigation of aflatoxin within the food safety system of The Gambia conducted from January to June 2015 and lessons learned from other countries. The NACAIP is aligned with the PACA Strategy 2013-2022 and the ECOWAS Aflatoxin Action Plan 2014-2024. The goal of NACAIP is to enhance the development of agriculture and food security with primary focus on aflatoxin sensitive commodities along their entire value chains, to ensure food safety and consumer protection, safeguard human, animal and plant health, and the facilitation of trade in commodities meeting aflatoxin maximum limits in the local, regional and international markets. The overall objective of the NACAIP is to reduce prevalence and levels of aflatoxin contamination in food and feed in line with ECOWAS Aflatoxin Control Action Plan (ECOACAP).

### ***Outcome 3.2: Value chains enhanced for Agriculture and Livestock Transformation***

To realize this outcome, measures will be taken to: identify priority value chains in agriculture (crop and Livestock), identify and strengthen the capacities of value chain actors; promote agribusiness and agro-processing, including access to finance; promote a viable agricultural marketing system, including cooperatives and commodities exchange; and adopt and implement quality assurances framework in line with National, Regional, and International standards.



### ***Identification of the priority value chains (Crops & livestock)***

**Poultry and Small ruminant value chains** would be developed under the plan, giving priority to short cycle species, which are ideal for value chain development. The range of products (milk, eggs and meat) provides opportunity for good nutrition security and employment creation. Currently, production technologies are available and widespread in the country. Women and youth folk are already engaged in either the production or processing of products of these animal species such as sale of milk and milk products, etc.

**Crops value chains:** emphasis will be given to the development of food and high value crops, upland and tidal rice, maize, and horticulture e.g. vegetables and fruits trees such as mango and oranges whose potentials for import substitution will be harnessed and promoted to expand their export and marketing. This will provide the opportunity to broaden and accelerate the agro-based industries, and maximize agriculture value addition.

Measures will be taken to strengthen the crop sub-sector through the provision of relevant and modern technologies to reduce drudgery. To attain rice self-sufficiency by 2021, improving household productivity will be pursued. In addition, government will advocate for more public investment for improved infrastructure to ease access to markets. Public private partnership (PPP) initiatives will be formulated in other critical value chain infrastructures such as transport, storage, processing, and packaging.

### ***Strengthen capacity of value chains actors***

Actors in the poultry and small ruminant value chains include the producers, value addition (processors), dealers in live animal sales, transporters, and feed vendors. These actors operate as either individuals, groups or organizations, locally and/or national.

Investment will be directed to developing both technical and institutional capacities of the actors in the form of trainings, exchange visits etc. Skill development and access to information is also key. The formation of innovation platforms around specific commodities and using farmer field schools approach for technology transfer, communication and information sharing will be promoted among value chains actors which include producers, marketers, processors technicians, transporters, and, their associations.

Awareness creation and sensitization of actors in the value chains will be undertaken to form viable groups/cooperatives and legalize their status. Their capacities in group management and entrepreneurship skills, advocacy, and lobbying will be developed. Furthermore, improving capacities of actors to meet consumer demands and international and national food safety and quality standards will be pursued.

### ***Promote agri-business and agro processing, including access to finance***

Government will seek to promote and diversify agro-based industries including animal feed production, food preparation e.g. coarse grain flour, processed findi, canned fruits & juices to provide further stimulus

to the growth of the manufacturing sector. In addition, aflatoxin mitigation technologies and investment in the business opportunities presented by these technologies-production of post-harvest handling and drying equipment for groundnuts, the production and commercialization of safe seed dressing chemicals, etc. would be promoted. The on-going investment in the sector has resulted in the building capacity of a considerable number of young people on fruit and vegetable processing, preservation, and packaging. This has provided a critical mass of young people for private investors to invest in processing and marketing of fruit and vegetables.

Measures will be taken to develop agricultural shows from the regions to the national level to enhance access to market and showcase the opportunities and achievements in the agricultural value chain.

Access to finance is a crucial factor in micro-enterprise development. Traditionally, cash saving with financial institutions is limited in rural settings. VISACAs, which provide micro-finance, have not been successful and banks have cumbersome bureaucratic procedures and levy high interest rates. The issue of providing collaterals has also hindered access to finance especially for farmers. Considering these issues, government will assess the need to create an Agricultural Development Bank, which will focus on investment in agriculture.

To promote agri-business and agro-processing, the Ministry of Agriculture will take the lead and work closely with the Ministry of Trade and private sector.

***Promote a viable agricultural marketing system, including cooperatives and commodities exchange***

*Agricultural marketing channels:* The Gambia witnessed the growth of informal, but highly organized marketing systems “Lumos” - which now constitute an important part of the country’s economic system. These are linked to sub-regional trade and marketing networks. The government will build upon this and exploit the potential for commodity-based cooperatives.

*Contract farming with focus on Poultry and Fruits & Vegetables:* Contract farming is increasingly becoming important in the horticulture and livestock sub sector especially where marketing of products are facing challenges related to price stability, uncertainty and their perishable nature. Thus, to circumvent these marketing challenges, government will strengthen contract farming.

*Formation of commodity cooperatives:* Over the past decades, the agricultural sector has suffered major setback as exports of the main cash crop (groundnuts) declined from 150 thousand metric tons to less than 30 thousand tons by 2016. On the other hand, marketing of other commercially oriented commodities such as horticulture, cereals, poultry and dairy products are disjointed coupled with low value addition.

Addressing these challenges requires reorganization of the approach to marketing through formation and strengthening of commodity based cooperatives. This process will be started by a countrywide assessment of institutional and organizational capacity of current commodity based cooperatives using lessons learned from the defunct Gambia Cooperative Union.

### **Adopt and implement quality assurances framework in line with National, Regional and International standards**

The Gambia Standards Bureau and the Food Safety and Quality Authority (FSQA) are national institutions that provide guidance that are in line with regional and international standards, especially for export items. To this end, these institutions will collaborate and design activities that will be implemented to ensure quality assurance.

As part of efforts to modernize and promote the commercialization of agriculture and livestock, government will pursue improvements at the various stages of the value chain to respond to set international food safety and quality standards. Among the major challenges facing the country are the inherent problems of aflatoxin particularly within the groundnut value chain. Responding to such challenges requires streamlined interventions to handle and manage products in line with acceptable SPS practices and standards at various stages of the value chain including building the capacity of actors.

### ***Outcome 3.3: Increased Production of Basic Agricultural Commodities (crops and livestock) for enhanced Food and Nutrition Security***

Improving the performance of the agricultural sector will require closing the production gap across the major agricultural commodities in the country. This will be achieved by promoting the sustainable intensification of production systems through addressing the key constraints to production. Efforts currently undertaken to improve the sector's performance must also be extended to the livestock sub-sector, which despite its significant contributions to livelihood and economic wellbeing particularly the rural population has to date not received adequate funding and policy support commensurate to its contribution to the national GDP.

### **Promote sustainable land and water management for increased production and productivity**

To enhance productivity, land development in the form of physical structures will be supported. These efforts will include: (i) erosion control structures (ii) crop management; (iii) integrated nutrient management (iv) moisture conservation; and (v) rain water harvesting and storage on-farm for supplementary irrigation; install rainwater catchment facilities to extend and increase agricultural production to the dry season through irrigation.

### **Enhance livestock production, markets, and infrastructure**

Livestock as prime assets and renewable resources creates opportunities to reduce rural household poverty, food insecurity and malnutrition as well as empowering women and youths by creating employment and income generating activities. Despite the sector's setback due to disease outbreak, feed resource availability and poor market infrastructure, there are still avenues to exploit the sector's potential through promotion of private-led commercial production.

Programmes will be designed to enhance knowledge and strengthen the capacity of actors with a view to improving productivity of livestock and increasing incomes through market development. Sustainable exploitation of cattle and small ruminants through increased access to improved breeding stock, adoption of better management practices, improvement of health care delivery as well as the marketing conditions will be pursued. The sustainability of the program will be secured through enhancing capacities of institutions such as DLS and GLMA and other actors such as herd owners, Gambia Indigenous Livestock Multipliers Association (GILMA), and Local Authorities.

A market development concept will be pursued to strengthen exploitation and marketing of cattle, sheep, goats and livestock products. The strategy for improving marketing will be based on: 1) support to livestock traders, associations and women groups that are involved in fattening and sale of livestock and processing of animal products; 2) construction of infrastructures for marketing such as slaughter houses and butcher shops that meet national food safety and zoo-sanitary standards; 3) establishment of market information system; 4) organization of fairs/shows; and 5) establishment of mechanisms for facilitating access to credit.

### **Adopt appropriate agricultural mechanization and irrigation systems**

The Ministry of Agriculture will undertake a review of the farm machinery situation. The aim of the review to be undertaken in collaboration with farmer organizations and private sector partners will be to identify technically and financially sustainable options for managing these critical assets effectively.

To ensure sustainability, priority would be given to the most efficient irrigation systems to guarantee increased production while minimizing wastage. Irrigation is a game changer within Gambia's agricultural sector and would therefore be undertaken by both the public and private sector operators in agriculture through the following strategies:

- Irrigation using the River Gambia: the River Gambia runs through the six farming regions of the country for irrigation and can be used to extend both the cultivable area and the season.
- Secondary canals along the trans-Gambia Road: use the excess water from the Samba Gallo Dam during the dry season to prevent over flooding of the river banks to provide sustainable means of upland irrigation.
- Develop groundwater extraction: create facilities to accommodate sufficiently large groups of smallholders to make the investment economically rational.

### **Promote rangeland development, provision of livestock drinking points and use of alternative feed resources**

Government will support diversified sustainable livestock production systems and at the same time promote sustainable natural resource management practices for broader community resiliency to climate change by promoting adaptable community-based livestock and rangeland management techniques. This will include creating a sustainable animal feed resource base through the preservation of rangeland,

identification and establishment of community management strategies for land, natural pasture, forage and water resources. Measures will be taken to build capacity of communities and relevant institutions.

Specific measures under this component will include:

- Provision of livestock watering points especially at transhumance destinations where livestock demand for water is highest;
- Strengthening the capacities of relevant management committees to ensure sustainability of the facilities;
- Developing fodder banks or deferred grazing areas to cater for the dry season feed shortages;
- Protecting pasture plots, feed gardens, and preserved feed from bushfires, community-based livestock feed production will be encouraged and promoted;
- Preserving crop residues (groundnut hay, maize Stover, etc.) and other non-conventional forages as alternative sources of animal feed

### **Strengthen agricultural research and extension services support**

The National Agriculture Research Institute (NARI) will be capacitated to continue providing adaptive research aimed at increasing productivity of crops and livestock for competitiveness market commodities, food security and sustainable management of the sector's natural resource base, and thereby contribute to poverty reduction. Specifically, NARI will also produce and make available, affordable high quality and high yielding crops and livestock varieties/species to the agricultural community and undertake research focused on appropriate technologies, crop varieties and best crop husbandry practices for agro-ecological zones with emphasis on those most relevant for women. To support this strategy, NARI will also use the Research–Extension Liaison Office (RELO) to transmit new technology and improved products to agricultural extension workers, NGO staff and farmer beneficiaries.

The agricultural extension service requires consolidation and increased capacity to meet the rising demands of the agricultural community. Improved efficiency and effectiveness of the Department of Agriculture (DOA), Department of Livestock Services (DLS), West Africa Livestock Innovation Centre (WALIC) and GLMA to provide technical advisory and supervisory services is required to sustain increased production and productivity and meet the food and nutrition security needs of the country.

### **Reduce post-harvest loss**

Cutting food loss and waste by half could meet 30 per cent of the needed increase in food production over the coming decades. The reductions will alleviate pressure on water, and land resources. The Government together with partners will identify an innovative integrated approach that will bring together ways that will reduce food loss along production and supply chains. Other measures will include; linking smallholder farmers to market demand of both large anchor buyers and local alternative markets; aggregating farmers for training on postharvest management; promoting adoption of technologies and aggregating agricultural commodities to meet consumer requirements. Other measures will involve

developing innovative finance mechanisms to promote agricultural investments and facilitating distribution and acquisition of technologies, particularly among smallholder farmers and promoting the adoption of appropriate loss-reduction technologies and Codex codes of practice for the reduction of aflatoxin to improve agricultural commodities handling, storage, and processing.

### **Ensure timely availability of adequate and affordable agricultural inputs**

Government will take measures to ensure that the quality of inputs, machinery and equipment, necessary technologies, extension services and skilled labour are adequate and made available to the farmers in a timely manner. The involvement of the private sector will be encouraged and facilitated to harness the potential of small-medium entrepreneurs (SMEs) to lead in the provision of agricultural inputs to the farming communities.

Premised on the Innovative Platform (an integrated approach to managing the value chains), government will also focus on ensuring an effective and sustainable seed sector and livestock inputs provision (day old chicks, feeds, drugs and vaccines). It will also take measures to: create an environment to foster cooperation between government and partners for quick provision and delivery of improved varieties from research to farmers; improve access to global experience and materials; sustainably manage the provision of fertilizer and pesticides to Gambian farmers especially through public-private partnerships, rather than emphasizing state-driven approaches.

### **Promote Climate-Smart Agriculture (CSA)**

As an effective starting strategy, government will facilitate multi-stakeholders dialogue on CSA as a key to achieving a conducive and an enabling environment. In this regard, the Government will promote good and efficient governance of the natural resources and the equitable and transparent distribution of benefits to ensure the success of the country's climate-smart agriculture system. Agricultural innovation systems with public and private research, as well as extension and advisory services will play a key role in supporting the country's transition towards CSA by documenting, generating, blending, and sharing indigenous and scientific knowledge. Such services will thus facilitate learning processes as well as network-based development and innovation, through:

- Vulnerability assessments;
- Capacity building for technical staff and farmers;
- Development and adoption of CSA technologies and practices;
- Strengthening of utilization, integrated of multi-hazard (drought-flood-food-insecurity) early warning systems; and
- Enabling policy environment and funding for farmers access.

## Conservation of indigenous genetic resources

To reverse the erosion of livestock genetic resources, Government will adopt a comprehensive approach to promote the sustainable use, development, and conservation of animal genetic resources to increase food production and food security, reduce poverty and contribute to rural development. The on-going development and subsequent implementation of a national strategy and action plan for the management of animal genetic resources is geared towards achieving the above. For crops, considering the climate change and variability, government will continue to pursue the utilization of indigenous species and varieties that are drought resistance and flood tolerant.

## Pest and Disease prevention and control

Pest and Diseases are one of the major constraints inhibiting agricultural production. Over the years, disease outbreaks have had devastating effects on animal population and crop productivity, resulting in a negative impact on both rural and national economies. Frequent outbreaks of diseases such CBPP in cattle's, PPR in small ruminant and NCD in poultry have decimating effect on national livestock populations. The weak epidemio-surveillance network in existence will be strengthened to be able to determine the real epidemiological situation of the above-mentioned diseases. This will enable the prioritization and timely implementation of prevention and control measures. For crops, measures will be adopted to control outbreaks of avid in tomatoes, fall armyworms, fruit flies and mill bugs in mangoes, downy mildew in maize and hippopotamus and qualerqualer birds in rice. Measures would also be promoted for the reduction of aflatoxin producing *Aspergillus* fungus.

### 2.4.2 Fisheries

During the plan period, government will make renewed efforts to promote a vibrant Fisheries and Aquaculture Sector through research, sustainable management and utilization of the fisheries resources that would enhance employment and livelihood opportunities, income and foreign exchange earnings, food and nutrition security.

The goal of the fisheries sector is to: ***promote a vibrant Fisheries and Aquaculture Sector through research, sustainable management and utilization of the fisheries resources that would enhance employment and livelihood opportunities, income and foreign exchange earnings, food, and nutrition security.***

Table 2.6: Key Expected Results for Fisheries

- A revised fisheries policy, Act, and regulations
- Increase Fisheries as a percentage of GDP from 6.4% to 15%
- Increase Total production of Fish resources from 53719 to 75,000 tonnes
- Increase Budget allocation to Aqua culture development from D 2,000,000 to D 10,000,000
- Increase the percentage of fish resources exported from 32% to 43%

Two outcomes (outcomes 3.4 and 3.5) to achieve this goal and promote fisheries development are detailed below.

### ***Outcome 3.4: Enhanced Institutional Efficiency and Effectiveness for the Fisheries Sector***

#### **Strengthen Policy, legislative and Regulatory Framework**

During the plan period, Government will strengthen the legislative, policy and regulatory framework for the fisheries sector by aligning them with international best practices for good governance and sustainable fisheries management through the following measures:

- Currently, all aquaculture matters are treated in Fisheries Policy, Act and Regulations, thereby hindering the effective development of the aquaculture subsector. In a bid to provide the requisite enabling environment, Government will formulate an aquaculture Act, Policy, and Regulation.
- Revision of the Fisheries Act, Policy, and Regulation: In response to the emerging issues that need to be addressed, Government will revise the Fisheries Policy, Act and Regulations and include a strong incentive to attract the youth to the sector. Furthermore, to promote trade in fish and fishery products (domestic and export) Fisheries Product Regulations will be revised. This will rationalize the issuance of licensing of fishing vessels and enforce the license conditions for sustainable exploitation of the country's fish endowments.
- A Fisheries Trade Policy will be formulated that will serve as a guide in regulating Gambia's markets for fish and fisheries products overseas, and will thus support the country claim a greater share of the international market.
- Management plans for fisheries resources: Fisheries management plans are needed for sustainable and efficient resource management. There are two existing Fisheries Management Plans- sole fish and oyster/cockle. To complement these and respond to present realities, additional management plans for each of four different fish species, will be formulated during the plan period. The objective of the management plans is to have a clear knowledge of the fish species, including the estimated biomass, length frequency, migration pattern, utilization, benefits, etc. to sustainably manage these resources.
- Advocate for accessing fisheries development fund, and acquiring 15% of the Fisheries revenue paid by fishing companies to Municipalities and area councils: The objective of the existing Fisheries Development Fund is to plough back part of the proceeds into the sector for its development. During the plan period, robust management systems will be implemented to ensure the rational utilization of the fund.

#### **Develop and Implement a Comprehensive Capacity Building Programme**

To enhance fisheries' contribution to national development, Government will in this plan period, (1) determine the potential sustainable benefits that The Gambia's fish resources can generate and (2) identify the viable approaches to realize such benefits and retain them by analysing the comparative advantage of the country in the sector and (3) determining and developing the human resource, tools and systems required to promote the fisheries development agenda. The comparative advantage analysis



would also include determination of the current condition, as well as, identifying critical physical, institutional, and financial infrastructure that is lacking for the realization of such a vision.

Other critical interventions that will be undertaken during the period include:

- Formulating and implementing a comprehensive capacity development plan through multi-stakeholder processes in partnership with the University of The Gambia and other relevant private/public training institutes.
- Developing a fisheries database or information management system through the transformation of the Ministry of Fisheries and Water Resources website into a comprehensive public depository for all types of data on fisheries. This will be made accessible to all users including fisheries scientists, researchers, students, managers and policy makers, seafood consumers, buyers, retailers and distributors.
- Deepening inter-sector collaboration and coordination mechanisms at both national and international levels to avoid duplication, leverage on opportunities and enhance service delivery. This will be in line with respective mandates, which will at all times protect the sustainable management of the fisheries resource and ensure adequate support to those involved in the fisheries sub sector.
- Developing Fisheries Infrastructure, which entails the provision of new administrative building, technical centres, regional offices and residences to facilitate timely and efficient service delivery, and in the case of the decentralized structures, forges closer relationships between fisheries officials and fisher communities.

### ***Outcome 3.5: Value chains improved for Fisheries and Aquaculture Transformation***

Development of the fisheries value chains will be critical, in order to boost the contribution of fisheries to the GDP, meet domestic demand and have products for export. Government will therefore undertake the following measures:

- Initiating a study that focuses on the economic linkages surrounding tourism to investigate how synergies in investments may be leveraged
- Developing and implementing a communications strategy to sensitize stakeholders, which will involve the establishment of a communications unit. It is envisaged that this approach will allow a two way communications flow and thus ensure cohesiveness, information sharing and mutual accountability.
- Providing material and logistics support to stakeholders especially the Gambia Navy, Gambia Maritime Administration, NASCOM and fishing communities, Government will during the period determine and seek the resource requirements for improved territorial water policing/monitoring to combat IUU. The needed resources will be mobilized using various means, such as the public budget, regional programmes and initiatives and PPPs, as well as grants.
- Establishing a revolving loan scheme for Industrial, Artisanal and Aquaculture operators to access affordable and sustainable financing for value chain transformation will be a top priority for Government during the plan period. This will ensure that operators have the wherewithal to fully exploit their potentials, expand and sustain fisheries related business operations.

- Strengthening the microbiology laboratory for quality and standardization of fish and fishery products. The Gambia can derive immense benefits from exportation of fish and fisheries products. During the plan period, the existing laboratory at the Department of Fisheries will be made functional in testing fish, which in turn will help The Gambia meet EU standards, thereby increasing export base revenues.
- Establishing value added facilities to complement the training provided for value chain operators, and increase the quality and profitability of fisheries products through the provision of facilities, such as, processing plants, smoke houses, drying facilities and cold stores and ice plants.
- Establishing a marine and fresh water fish hatchery to produce small seeds for culturing of fish for both the marine and fresh water regions. This will help popularize aquaculture.
- Establishing fresh water and marine water research centres to promote aquaculture development, which will serve as a model learning centre for Aquaculture operators to enhance knowledge and experience sharing in Aquaculture development.
- Developing and maintaining partnerships and alliances for resource mobilization by entering into strategic partnerships with national, regional and international strategic constituents of the fisheries and aquaculture sector and establish strong cooperation frameworks with them to enhance resource mobilization.

## 2.5 Investing in our people through improved education and health services, and building a caring society



Investing in our people and developing our human capital will be a key driver of social change and economic transformation. Through the NDP government intends to continue to invest in our people, as it seeks to transition to a more prosperous society and a competitive economy.

There has been significant progress in gross enrolments at primary and secondary levels, and in equitable access to education between girls and boys. However, there are still serious quality issues, responsiveness to the labour market and the issues related to access to early childhood education and literacy. Primary health care delivery in the Gambia is weak despite the efforts by government and there are serious issues related to maternal, newborn and child morbidity and mortality. Social protection systems are also weak – see Box 2.2 below.

### Box 2.2: MDG progress in The Gambia

The Gambia prepared five national Millennium Development Goals (MDGs) reports. The final report (pending publication) outlines the remaining development gaps – “the unfinished MDG business” – indicating the mixed record of progress towards the MDGs in the country.

- The greatest progress was in basic education, particularly on increasing access and promoting gender parity. Despite improvements in school completion, however, significant gaps remain, especially with regards to education quality and adult literacy.
- Health outcomes improved. Investments in immunization and disease control helped reduce infant and child mortality.<sup>5</sup> Malaria deaths declined, access to insecticide-treated nets improved, births attended by skilled health personnel increased, and HIV prevalence reduced. Access to improved water sources also increased. However, inequality of access and use of health services, especially for the rural poor, is still a challenge. Maternal mortality remains very high.<sup>6</sup> The decline in contraceptive use is of particular concern given the high fertility rates and rapidly increasing population.
- Poor development outcomes in health and education, and harmful practices such as Female Genital Mutilation and child marriage have stalled progress towards gender equality.<sup>7</sup>
- The incidence of poverty is not only high, at 48.6 per cent, but also increased in absolute terms; since 2010, rapid population growth added 150,000 people to those living below the poverty line. Poverty is higher and deeper in rural areas, where 70 per cent of the population is poor.
- Access to improved sanitation facilities worsened greatly, dropping from 88 to 40 per cent since 2000.<sup>8</sup>
- A combination of poverty, rapid population growth and increased competition for resources led to progressive environmental degradation and loss of large proportions of forest cover.

*Source: Final Status Report on the Progress of Implementation of the MDG in The Gambia (2017)*

Government during the plan period will give priority to boosting investment in our people to build the requisite human capital for improved living standards and to power the economy. The goal for human capital development in the NDP is therefore: **quality health, education, and basic social services accessible and affordable to all and improved social and child protection systems in place for the most vulnerable**

There are 9 outcomes under the human capital strategic priority – education (outcomes 4.1 – 4.3), health, including nutrition and sanitation (outcomes 4.4 – 4.8) and social protection (outcome 4.9).

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<sup>5</sup>Infant and under-five mortality decreased from 93 to 34/1,000 live births and from 131 to 54, respectively. See Gambia, Republic of The, 2017.

<sup>6</sup> Maternal mortality ratio is at 433 per 100,000 live births. See Gambia, Republic of The, 2017.

<sup>7</sup> Seventy per cent of girls and women, aged 15 to 49 years, have undergone FGM or cutting and 3/10 women (20 to 24 years old) were first married or in a union before age 18. See United Nations Children’s Fund Data, 2016.

<sup>8</sup> See Gambia, Republic of The, 2017.

### 2.5.1. Education

Governments' commitment to education has historically been strong with expenditure increases on education of 16 per cent to 19 per cent since 2010. The education sector strategic policy (ESSP) is being reviewed to align it with the education policy 2017-2030.

Some of the key issues pertinent to education include the following: gender parity success registered at the lower basic level needs to be matched at the higher level; the transition from senior secondary and post-secondary level is affected by low performance in maths and science; quality and relevance of curriculum and learning materials continues to be a concern; out of school children represent 31.6 per cent of the age group 7-15 years, most of whom (29 per cent) have never attended school.

To address these and other challenges, Government during the plan period will focus on (i) enhancing access to early childhood education, (ii) improving quality learning, with special emphasis on STEM, Health and Agriculture at the basic, post-secondary/tertiary and higher education levels, (iii) as well as taking measures to enhance access to non-formal education in order to build a more skilled and productive work force.

Table 2.7: Key Expected Results for Education

Results Area	Key Results
<i>Early Childhood Education (ECD)</i>	<ul style="list-style-type: none"> <li>● Increase the proportion of ECD permanent structures meeting the minimum standards from 57.5% (2017) to 62.5%</li> <li>● Increase ECD Gross enrolment Rate for Boys from 45.2% to 50.2% and for Girls from 47.9% to 52.9%</li> <li>● Increase % of trained ECD teachers (Public) from 73% to 85%</li> <li>● Increase % of pupils in grade 1 with ECD experience from 62% to 75%</li> </ul>
<i>Quality learning and relevant life and livelihoods skills (Basic Education Level)</i>	<ul style="list-style-type: none"> <li>● Increase Gross Enrolment rate at the LBS level from 108.6% to 117% (national), from 105.4% to 114% (Boys) and from 111.8% to 116% (Girls)</li> <li>● Increase Gross Enrolment rate at the UBS level from 67.4% to 84% (National); from 65.0% to 73% (Boys); from 69.7% to 76% (Girls);</li> <li>● Increase Gross Enrolment rate at the SSS level from 45.9% to 46% (National); from 44.5% to 46% (Boys); and from 46% to 47.1% (Girls)</li> <li>● Increase Completion Rate at the LBS level from 78.7% to 97% (National); from 77.4% to 95% (Boys); from 80.0% to 97% (Girls)</li> <li>● Increase Completion rate at the UBS level from 58.9% to 79% (National); from 57.5% to 65% (Boys) and from 60.2% to 68% (Girls)</li> <li>● Increase Completion rate at the SSS level from 37.7% to 41% (National); from 37.7% to 41% (Boys); and from 37.7% to 41% (Girl)</li> <li>● Increase NAT competency rate at NAT 3 level by gender from 54% (2016) to 59% (English); from 45.8% (2016) to 50% Mathematics</li> <li>● Increase NAT Competency rate at NAT 5 level by gender from 55.4% (2016) to 60% (English); from 49.7% (2016) to 54% (Mathematics); from 48.9% (2016) to 53% (Science)</li> <li>● Increase NAT Competency Rate at NAT 8 level by gender from 50.3% (2016) to 55% (English); from 38.9% (2016) to 43% Mathematics; and from 41.7% (2016) to 46% (Science)</li> </ul>

<p><i>Quality learning and relevant life and livelihoods skills (Post-Secondary – i.e. post-secondary non-tertiary, post-secondary tertiary and the post-secondary higher)</i></p>	<ul style="list-style-type: none"> <li>● Increase GABECE pass rate by gender from 19% (2016) to 24% (National)</li> <li>● Increase Percentage of GABECE students with 4 credits including Mathematics and English from 5% to 7%</li> <li>● Increase Percentage WASSCE students with 5 credits including English and Mathematics from 4 % to 6% (National) disaggregated by gender</li> <li>● Increase Gross enrolment rates in post-secondary (19-25-year olds) from 9.7% to 11%</li> <li>● Increase Percentage of graduates as proportion of total gross enrolment by post-secondary levels at the Higher Education level from 14% to 30% (national).</li> <li>● Increase Percentage of graduates as proportion of total gross enrolment by post-secondary levels at the Tertiary level from 43.4% to 50% (national)</li> <li>● Decrease Percentage of graduates as proportion of total gross enrolment by post-secondary levels at the Non-Tertiary level from 42.7% to 20% (national).</li> <li>● Decrease percentage of graduates as proportion of total enrolment by post-secondary levels at the Non-Tertiary level from 42.7% to 20%</li> <li>● Increase the number of Masters and PhDs graduates in STEM, aggregated by gender from 0% to 140 (Masters) and from 0% to 32% (PhD)</li> <li>● Increase the number of Masters and PhDs graduates in Agriculture, aggregated by gender from 0% to 50 (Masters) and from 0% to 10% (PhD)</li> <li>● Increase the number of Masters and PhDs graduates in Health, aggregated by gender from 0% to 40 (Masters) and from 0% to 10% (PhD)</li> <li>● Increase percentages of accredited Post secondary institutions from 0% to 100%</li> </ul>
<p><i>Non-Formal and Adult Education</i></p>	<ul style="list-style-type: none"> <li>● Increase Adult literacy rates by gender (55% national; 65.9% male; 45% female)</li> </ul>

***Outcome 4.1: Enhanced Access to Quality and Affordable Early Childhood Education Nationwide***

To strengthen access to early childhood education nationwide, government will take measures and facilitate the following:

- Improve the number and quality of teacher’s training in terms of knowledge and pedagogy.
- Strengthen The Gambia College Early Childhood Development (ECD) module /curriculum and establishment of private ECD training institutions will be promoted. Candidates interested in pursuing ECD to graduate level will be provided with training opportunities.
- Expand ECD centres and facilities, especially in rural areas.
- Introduce universal access to ECD services through the active provision of facilities and services especially in communities where such services are not available – in view of the importance of the early development for children.
- Incorporate early development centres in existing lower basic schools located within ‘deprived’ communities.
- Provide minimum standards for ECD centres.

MoBSE will continue to co-ordinate, support and facilitate ECE through monitoring, assessing and developing guidelines for the establishment and management of nursery schools. Minimum standards for

Early Childhood Development services, which include the psychomotor stimulation through positive parenting that can be part of the community-based approach or integrated with health and nutrition interventions, will be established and enforced within private and public ECD institutions. In the case of private ECD centres, Government will continue to monitor compliance.

***Outcome 4.2: Improved Access and Quality Learning and relevant Life and Livelihood Skills for all Graduates, with special emphasis on STEM, Health, and Agriculture***

To achieve this outcome, Government will undertake the measures described below.

**Strengthen support for special needs education at all levels.**

During the plan period, the provision of equitable access to quality teaching and learning for all special needs children will be given prominence. Mild and moderate disabilities will continue to be mainstreamed, while those more seriously disabled will be sent to special schools, which will be strengthened to cater for their respective needs. All regional education directorates will be provided with at least one functional resource centre to cater for the diverse requirements of all children with special needs. Teachers engaged in such schools will be trained to respond to the needs of children in their classrooms. In addition, the national agenda for all-inclusive education across the board requires post-secondary education systems to be compliant to the demands of those with special needs in education. MoHERST will therefore undertake a comprehensive approach that features: (i) a survey on compliance status of appropriate institutions; (ii) legislation to influence policy and regulation; and (iii) community sensitization to influence stakeholder buy-in. MoHERST in collaboration with partners will vigorously encourage higher education institutions to develop programmes that are responsive to special needs.

**Implement and monitor the national quality assurance framework.**

There is an on-going drive to regulate all aspects of public and private educational institutions in The Gambia. While appreciable success has been registered on access and equity, quality continues to be elusive. Therefore, government will establish Codes of Practice and quality standards as guidelines for registration and accreditation. Worthy of special mention is the oversight responsibility assigned to the National Accreditation and Quality Assurance Authority (NAQAA) for quality assurance and accreditation of all tertiary and higher education institutions and programmes. Associated with this will be continuous monitoring exercises to promote compliance at the tertiary and higher education institutions. Given the poor quality of TVET programmes, and their relevance to the labour market, Government will continue to review curricula across all levels of education and introduce pre-vocational/TVET programmes even to the basic education level. For the effective management of the sector and to promote evidence-based policies, Information Management Systems will be promoted.

### **Develop and implement a teacher/lecturer professional development scheme.**

There will be a staff development scheme to enhance service delivery within the sector. Premised on a robust Human Resource Management Plan, this strategy will comprise of teacher/lecturer trainings, loan schemes, and health/safety programs aimed at attracting and retaining the best and brightest staff for increased performance. To ensure quality, the sector will work on a licensing mechanism for teachers and lecturers and also establish and execute a National Decentralization Reform process.

Government will continue to train more teachers and lecturers at bachelors, master and doctoral levels to meet the growing needs of education in The Gambia. There will be continuous professional in-service training of teachers and lecturers – including laboratory- based workshops and supported by a Career Development Plan for the sector. Similarly, capacities will be built on Research &Development (R&D) and Science Technology and Innovation (STI) to ensure quality, relevance, and sustainable socio-economic development.

### **Expand educational infrastructure and provide learning and teaching equipment.**

The Education sector will continue to focus on improving teaching and learning resources, especially those related to STEM (Science, Technology, Engineering and Mathematics), Health and Agriculture. STEM curriculum will also be developed and implemented at all education levels. Providing state-of-the-art infrastructure, such as smart-boards, auto cads, and computers will strengthen the ICT infrastructure in schools. The requisite teaching and learning materials for an increase in the competency achievements on Math, Science, and English will be further developed during this plan period. The University of The Gambia Faraba Banta Campus, which will increase enrolment capacity to about 6, 000 students, will be completed during the plan period. This campus, together with other campuses, will provide adequate space for the desired equitable access to tertiary and higher education in the country. The WASCAL Centre at the UTG will be strengthened through refurbishment of the current facilities to become an education and research centre. The centre will also expand its enrolment on climate change related programmes.

To address the issues of access and equity in post-secondary institutions Government plans to establish TVET centres across the country, with at least a major centre in each administrative region, and in-village skills centres to serve as feeders into these major centres. This paradigm shift in TVET will give youth opportunities to pursue TVET at degree levels.

At all education levels, laboratories will be upgraded to promote the teaching of STEM and TVET in schools. Digital libraries will be supported and new technologies such as computers, Internet and associated multimedia products like projection kits will be promoted.

### ***Train more specialists in STEM (including TVET), Health, and Agriculture.***

To address the limited number of specialists in the areas of STEM, Agriculture, and Health, support will be provided to carry out reforms in teacher training. Through this programme, opportunities will be explored to train more teachers at bachelor's master's and doctorate degree levels. Focus will be placed on strengthening the capacity of teacher trainees and in-service teachers in STEM, Agriculture, and Health. The sector will promote and strengthen innovative teaching for all relevant subject areas including laboratory assistants, nurses and physical education specialists for effective service delivery.

### **Develop and implement a framework on a science park and incubation centre.**

A framework for a science park and incubation centre will be developed and implemented. The science park and incubation centre will be established for effective academia-industry collaboration, the promotion of innovators and budding scientists, while also providing support to entrepreneurship.

### **Develop and expand the Home grown school feeding program**

Since the launching of the home grown school feeding programme in 2012, followed by the development of a Home-grown School Feeding Framework in collaboration with the World Food Programme (WFP), Government continues to be committed towards full ownership and management of the programme by 2020. Currently, the school feeding programme is limited to Lower Basic Schools in deprived districts in the regions (1-6) and there are plans to expand coverage to all regions and all schools, in line with the National School Meals Policy.

To this end, Government in partnership with WFP and other stakeholders will expand and strengthen the school feeding programme to cover all regions and all levels from ECD to UBS, and SSS including Madrassahs<sup>9</sup>. In this regard, school farms and garden programmes will be supported and promoted to enhance the homegrown initiative.

A key component on establishing the foundation for a Nationally-Owned Sustainable School Feeding Programme requires the Ministry to work in partnership with key sectors, such as Agriculture and other stakeholders, as sustainability is critical to the gradual handover to the government. The formal hand-over plan is under preparation and in facilitating the takeover; WFP will continue to provide technical assistance to government through the implementation of the Home-Grown School Feeding strategies. Support will be provided for implementation of the policy through the development of a national school meals programme to complement the hand-over milestone. The creation of the fiscal space for funding will be through the national budget. Enhanced multi-sector coordination mechanisms, linking school meals to agricultural production and institutional procurement, as well as development of cost-effective

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<sup>9</sup> Quran schools



cash-based homegrown school meals models will provide the impetus towards fulfilling the nutritional needs of school going children.

### **Life Skills Education**

In keeping with government's commitment to the SDGs, priority will be given to Life Skills Education (LSE). The LSE program will help learners acquire not only knowledge and skills, but also behaviors (adaptive and positive) relevant to their self-fulfillment in a changing social and economic environment.

The Life skills education programme will continue to cover and strengthen the areas of HIV/AIDS prevention, the reduction of gender based violence in and around schools, the inculcation of peace building and tolerance, global citizenship and patriotism, population and family life and the environment, including climate change, and support in the form of guidance and counseling services in schools.

### **School Health and Nutrition**

Government will implement a comprehensive and inclusive school-based health and nutrition program, which is expected to prevent many children from dropping out of school, and positively impact on the performance of children. Key features of this intervention are school-based de-worming and eye health (vision screening).

### **School Sports**

The Government's policy is that the development of sports in The Gambia must begin at the school level to encourage grassroots involvement. In line with this, school sports will not be treated as only a recreational matter, but rather as a fundamental subject that contributes to the holistic development of students and their health, thus contributing ultimately to increased academic achievements. In this plan, sports will be fully integrated in all school activities and delivered by trained physical education and sport teachers.

### ***Outcome 4.3: Improved Access to non-formal Education and Literacy Programmes for out-of-school children, youth, and non-lettered Adults***

During the plan period, access to non-formal education and literacy programmes will be promoted through the following measures:

- **Implement and monitor a framework on adult literacy and apprenticeship:** MoHERST will promote and advocate for the inclusion of apprenticeship programmes in the TVET system. This will identify master craft persons and assist with relevant infrastructure to enhance smooth absorption of students without formal certificates into the education system.
- **Expand adult literacy and apprenticeship educational infrastructure and provide learning and teaching equipment:** There are 209 literacy centres nationwide, but nearly all the centres are temporal structures (lectures are held either under trees or in unused rooms). There is need to transform literacy and apprenticeship centres into permanent learning structures to enhance teaching and learning.

- **Build capacity of adult literacy service providers and craftsmen:** Given the limited number of literacy service providers and craftsmen in The Gambia, emphasis would be placed on building their capacity, as well as increasing the number of service providers to ensure relevance and quality education. Some service providers and craftsmen are currently inactive due to lack of funding, therefore partnerships with civil society organizations will be promoted for the purposes of resource mobilization. Given the prominent role played by civil society groups in adult literacy and craftsmanship, their capacities to co-ordinate, supervise, monitor, and evaluate this component of basic education will be promoted.
- **Promote Certification of Adults Prior Learning Recognition:** Government will increase the number of skilled adults that are certificated through the implementation of a Prior Learning Recognition programme. There are a number of craftsmen (e.g., auto mechanics, plumbers, electricians, carpenters, tailors) who are highly skilled, possess accumulated life time experiences in their respective skills, and continuously train young apprentices, but lack the formal certification in their respective skills. The net effect of this is the gradual movement of skilled operators from the informal to the formal sector.
- **Promote lifelong learning and career counselling:** The main thrust of this intervention is to ensure that communities are empowered to sustainably exploit opportunities that exist in their localities. To this end, rural communities will be exposed to curriculum anchored on rural economic activities, such as agriculture, animal husbandry, fishing, health, environment, income generating activities and awareness creation on matters pertaining to local governance. In the urban areas, the focus will be on the critical issues of urban life, such as income generation, environmental sanitation and protection, and security. Literacy, numeracy, civic education, and indigenous languages will also feature. Communities will also be provided with guidance and counselling services within education forums and community “bantabas”<sup>10</sup>. Specialized knowledge relating to life skills education will be strengthened including on HIV/AIDS prevention, the reduction of gender based violence in and around schools, the inculcation of peace building and tolerance, global citizenship and patriotism, population and family life education and the environment including climate change.

### 2.5.2. Health, Nutrition and Sanitation

Although Gambia has registered significant achievements because of improved access to basic health services across the country, Primary Health Care (PHC) has substantially deteriorated overtime and is no longer adequately serving the population. There is considerable growth in Non-Communicable Diseases (NCDs), high out of pocket expenditures for healthcare, serious challenges relating to maternal and women’s health, and skilled health personnel are inadequate.

To address these issues and other challenges mentioned earlier, government will make a major effort to revitalize the Primary Health Care system, by building, re-orienting and re-aligning the health system in the Gambia towards Universal Health Coverage (UHC), with an emphasis on PHC, and maintaining

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<sup>10</sup> Village Public Platforms

effective systems to ensure improved financial protection and affordability for the most vulnerable populations, including women, children and the youth while intensifying focus on quality and equity.

Four main outcomes are to be achieved during the plan period (outcomes 4.4 - 4.8). These focus on reducing maternal, new born mortality, reducing the burden of communicable and non-communicable diseases, and ensuring that the country has appropriately skilled health personnel in place. The current weak health governance and partnership framework will also be addressed, as well as enhanced nutrition and Water, Sanitation and Hygiene (WASH) outcomes.

Table 2.8: Key Expected results for Health, Nutrition, and Sanitation

Results Area	Key Results
<i>Policy and coordination mechanism</i>	<ul style="list-style-type: none"> <li>● Existence of a Health Governance Framework and Robust Coordination and partnership mechanism</li> </ul>
<i>Maternal, New-born, infant, child and Adolescent Morbidity and Mortality</i>	<ul style="list-style-type: none"> <li>● Reduce MMR from 433/100000 in 2013 to 315/100000 in 2021</li> <li>● Reduce U5MR from 54/1000 in 2013 to 44/1000 in 2021</li> <li>● Reduce NMR from 22/1000 in 2013 to 15/1000 in 2021</li> <li>● Increase skilled attendance at birth from 57% in 2013 to 80% in 2021</li> <li>● Increase Contraceptive Prevalence Rate from 9% in 2013 to 25% by 2021</li> </ul>
<i>Communicable and Non-Communicable Diseases</i>	<ul style="list-style-type: none"> <li>● Reduce the prevalence of diabetes and hypertension from 2.4% to 2% and 24% to 20% by 2021 respectively</li> <li>● Percentage of adult and children with HIV known to be on treatment 12 months after initiation of antiretroviral therapy increased from 78.8% in 2017 to 95% in 2021</li> <li>● Reduce mother to child transmission of HIV at six weeks from 10% to less than 5% by 2021</li> <li>● Increase the coverage of anti-retroviral therapy from 21% to 90% by 2021</li> <li>● Reduce the prevalence of TB by 2% annually from 118/100000 to 108/100000 by 2021.</li> <li>● Reduce Malaria morbidity from 157/1000 pop. to 94/1000 and mortality from 15/100000 to 9/100000 by 2021</li> <li>● Reduce the prevalence of viral hepatitis from 10% to 5% by 2021</li> </ul>
<i>Nutrition</i>	<ul style="list-style-type: none"> <li>● Decrease prevalence of underweight among children under 5 from 16% to 8.5% by 2021</li> <li>● Decrease prevalence of stunting among children under 5 from 22.9% to 12.5% by 2021</li> <li>● Decrease prevalence of GAM among children under 5 from 10.3% to 5.0% by 2021</li> <li>● Increase prevalence of exclusive breastfeeding rate for six months from 48% to 60% by 2021</li> <li>● Decrease the proportion of pregnant women with anaemia from 67.9% to 40%</li> <li>● Decrease prevalence of underweight in non-pregnant women from 16.7% to 10%</li> </ul>

WASH

- Decrease the proportion of the population who are food insecure from 37.2% to 20%
- Increase the proportion of the population with access to safe drinking water from 89.6% to 100%
- Increase proportion of the population with access to improved sanitation facilities from 64.9% to 75%
- Increase the proportions of households with a place for hand washing with soap and water from 30.3% to 60% (Urban) and from 26% to 50% (Rural)

***Outcome 4.4: Strengthened Quality Health Service Delivery for Reduction of Maternal, New-born, Infant, Child and Adolescent Morbidity and Mortality and improvement of Adolescent and Youth Health***

Government will intensify efforts to reduce maternal, new born, infant child and adolescent morbidity and mortality through the following key interventions:

**Strengthen service delivery to provide reproductive, maternal, new born, infant, child, and adolescent health services at all levels**

Government will ensure there is adequate access to Comprehensive and Basic Emergency Obstetric and New born services; adequate trained human resource and improved access to referral services at the community level thereby contributing to 60 per cent reduction in maternal mortality. Furthermore, Government will strengthen the provision of pharmaceutical, lifesaving equipment and supplies as well as strengthening and expanding laboratory services to provide required tests and investigations at all levels of the Health care delivery system.

Quality care during pregnancy, labour and childbirth, and the postpartum period can significantly reduce maternal and neonatal morbidity and mortality. Similarly, antenatal care provides an opportunity to inform and educate pregnant women about pregnancy, childbirth, and care of the new born. Also important are the provision of adequate skilled health professionals to conduct safe deliveries in all health facilities and advocacy for active community involvement and male participation in Reproductive and Child Health (RCH) issues and services.

To accelerate the reduction of neonatal and child morbidity and mortality and the frequency and severity of illness and disability, and to contribute to growth and development during the first five years of a child's life, Government will also strengthen the Integrated Management of Neonatal and Childhood illnesses (IMNCI) strategy. The Strategy promotes both preventive and curative interventions.

Access to sexual and reproductive health services, including contraceptives and HIV prevention and treatment, are fundamental human rights. Addressing the needs of adolescents will be emphasized during the plan period in partnership with other stakeholders. In particular, Government will partner with CSOs to address legal and policy barriers to life choices for young people's access to SRH and FP services including restrictions based on age and/or marital status and thus attain viable solutions to address

demand-side barriers. In this regard, appropriate centres will be established at central, regional and community levels to provide guidance and counselling on the issues that affect youth productivity and empowerment. A Demographic Dividend requires multiple and simultaneous intersecting investments, which include: lowering the dependency ratio through a demographic transition; improving health systems; building the human capital - education, skills, experience needed to succeed in a competitive global workplace; and implementing appropriate socio-economic and governance policies. This will be accomplished with a focus on adolescents and youth.

Government will use multiple means to ensure that youth have access to a relevant and high-quality health care system that responds to the specific health needs of young people. Government will ensure that youth are empowered and have knowledge about health facilities and services that are available. Social discriminations relating to access to health services will be curbed through advocacy, training, confidentiality and affordability.

Government has been working with partners to increase Contraceptive Prevalence Rate, reduce the unmet need for modern contraceptives and thereby reduce fertility, which can ultimately reduce maternal mortality by 30 per cent. Gambia's high fertility rate is attributed to the low utilization of family planning services despite high knowledge and access to the facilities. To this end, Family Planning will be strengthened by reviewing and updating existing tools, building capacity of service providers on technologies, procuring an adequate mix of contraceptive commodities to satisfy varied needs and by active community/stakeholder engagements.

**Strengthen the provision of logistics, infrastructure, equipment, transport and supplies at all levels.**

The National Medicines Policy (NMP) aims to contribute to the attainment of quality health services for the population by ensuring the continuous availability, accessibility of essential medicines and other health commodities of appropriate quality, safety, and efficacy and by promoting their rational use. Consequently, Government will collaborate with other stakeholders to strengthen an effective and sustainable Supply Chain Management System for drugs, surgical and other commodities including basic equipment. Furthermore, Government will invest in laboratory and diagnostic equipment, supplies and reagents for improvement in clinical diagnosis and management.

In addition, Government will also invest in health infrastructures in order to address and achieve equitable geographical access to health care. The dilapidated facilities at community levels will be refurbished and thus expand primary health care services. In addition, Government will invest in transport used especially for referrals and to strengthen the linkage between communities and health facilities as well as improve access to healthcare.

**Strengthen Social and Behavioural Change Communication (SBCC) for improved health and wellbeing at all levels.**

Government will use SBCC tools to continuously mobilize communities for community action on different health interventions especially those relating to maternal and child health and nutrition. This will be done

using organized community groups, such as the interpersonal communication networks (village Support Groups, Village Development Committees, Traditional communicators, and drama groups), as well as the use of mass media communication forums in order to foster dialogue and raise awareness of the general public for the effective uptake of health and nutrition interventions.

***Outcome 4.5: Reduced burden of Communicable and non-Communicable Diseases and enhanced capacity to respond to Public Health Emergencies***

As the country continues to grapple with the traditional communicable diseases such as HIV, and Tuberculosis, there is a rising tide of Non-Communicable Disease linked to changes in life style and diet. Governments will therefore take measures to address both facets of the disease burden through the following interventions:

**Build institutional/ health workforce capacity at all levels to respond to communicable and non-communicable diseases as well as public health emergencies preparedness**

To support the scaling up of communicable disease reduction, it is important to expand the availability of HIV services, Sexually Transmissible Infections (STIs), Malaria, Tuberculosis, Eye and Mental health diagnosis and treatment. Government will provide equipment and laboratory supplies to ensure quality and consistent services. Prevention of Mother to Child Transmission (PMTCT) sites will be increased from current 57 sites to 72 sites by 2021. The first opportunity for scaling up e-MTCT is to ensure all Antenatal Care (ANC) sites provide HIV Counselling and Testing (HCT) services. e-MTCT will be integrated within ANC, staff trained on HCT and test kits supplied to enable these sites to provide the required services.

The Gambia adopted Seasonal Malaria Chemoprevention (SMC) strategy in 2014. To complement the strategy's implementation in the hotspots of URR and CRR, SMC will be scaled up to cover Western Health Region 2, NBR and LRR during the plan period.

Government will also strengthen the management of Drug Resistant Tuberculosis (DR-TB) in this plan. When confronted with DR-TB, the country lacks standard facilities to admit patients especially during the intensive phase of treatment. In addition, some of the category two TB patients need to be admitted to minimize the risk of transmitting TB especially drug resistant strains in the community. Government will work on building standard TB treatment/DR-TB facilities that conforms to infection control standards and sheltered from a polluted environment.

Most Gambians remain uninformed about various aspects of viral Hepatitis, including mode of transmission, associated adverse health effects, the need for testing and care, and the availability of treatment. This will be remedied through the establishment and integration of Hepatitis services into the existing RCH services across the country.

The Gambia is experiencing a significant burden of NCDs such as Diabetes, Cancer, Chronic Respiratory Infections, Hypertension, and Mental Disorders. This is due, in part, to rapidly changing lifestyles leading to reduced physical activity, changing diets and increased tobacco and alcohol use. This trend is more

noticeable today, affects all societies, rich and poor. Government will adopt multiple strategies such as SBCC for preventive measures and dedicated clinics for management of patients. A Reference laboratory will be equipped with specialized equipment, a quality assurance system will be established to ensure proper handling of samples from service delivery points to the laboratory facilities and staff both at the service delivery points and laboratories will be trained on diagnostics.

The Scientific Committee will collaborate with Medical Research Council (MRC) to generate aflatoxin contamination data using biomarker to inform risk assessment. The National Cancer Register will be improved to include gender, age, location and HCC induced cancers.

Government will develop and implement the fifteen-year human resource projection and comprehensive training plan. It will also strengthen the management of this resource by putting in place a performance-based management system and incentive scheme. Measures will also be taken to develop and implement a performance-based management system and incentives scheme.

### **Design and pilot an innovative universal health insurance scheme**

Government will establish a Social Health Insurance Schemes, as well as public-private partnerships in insurance provision to help users' pool risk and, as a result, decrease out-of-pocket spending. Risk pooling mechanisms help ensure that the level of prepayment is increased and that user fees and other out-of-pocket payments are reduced, thereby reducing households' vulnerability to the cost of health care. The government will pilot social health insurance with a focus on the community-based health financing and social health insurance models.

### **Establish a Health Partnership Framework to improve governance, strengthen coordination and Health Information System (HIS) for effective and efficient planning and informed decision making to yield improved service delivery**

Government in concert with development partners will establish a Health Partnership Framework to improve governance in the health sector, and the "implementation of one-health-strategic plan" using Compacts, a coordination framework guiding document. In addition, a donor-partner coordinating tool known as the Strategic Partnership Portal (SSP) has been established for all countries. Government will emphasize the utilization of this tool during the plan period as it serves as an interface between donors and partners. With this tool, government will promote transparency and enable donors and partners to know who is doing what, where and when. Therefore, overlapping of investments will be prevented. Through this tool, government will also promote inter-agency coordination, communication, and collaboration. A Health Information System will also be strengthened to focus on information generation, validation, analysis, dissemination and utilization for effective and efficient planning and decision-making process.

For the effective implementation of the health strategy government will identify all stakeholders and coordinate its engagement with all actors at the central, regional and community levels. When all relevant structures and policies are properly harnessed, a smooth and coherent implementation of strategies will

achieve the desired goals and objectives. Government will emphasize coordination, partnerships and results based planning during the plan period.

***Outcome 4.6: Improved, Equitable Access to Safe and Affordable Water and Sanitation, Good Hygiene Practices, and Environmental Protection Promoted for All***

High population growth rate and urbanization has weakened the ability of water and sanitation services to keep pace with demand. Poor maintenance culture of water systems further complicates this. Other factors include inadequate investment and funding; weak institutional capacities and poor coordination and low hygiene and sanitation practices. The proportion of the population with access to pipe - borne drinking water increased in urban areas, but decreased in rural areas. However, National coverage for improved sanitation has increased from 39.8 per cent in 2013 to 64.9 per cent in 2015/16. In addition, per capita waste generation is above the capacity of the municipal councils resulting in severe challenges in waste management.

During the plan period, Government will focus on improving access to safe drinking water, affordable sanitation and good hygiene practices at all levels. Key measures/interventions to be taken to ensure equitable access to safe and affordable water, sanitation, and hygiene promotion to communities across the country will include:

- Mobilizing resources including through PPP for delivery and upgrading of water supply systems, solid waste management, sewerage, and sanitation: Government will mobilize resources through bilateral, multilateral organizations and public private sectors for the construction, rehabilitation and upgrading of water supply systems, sanitation facilities, solid waste management and sewerage. This will improve access to affordable water supplies, sanitation and enhanced environmental protection for communities and institutions thus ensuring a healthy population, improved productivity and enhanced socioeconomic wellbeing of the population.
- Strengthening community structures for effective maintenance and sustainable management of water resources and sanitation facilities using Integrated Water Resource Management (IWRM) approach: The sustainable management of water supply systems in communities and institutions is the responsibilities of the beneficiaries. In this regard, Government will sensitize, train, form and strengthen community management structures to capacitate them to be able to operate, manage and sustain the water supply and sanitation systems and ensure availability in communities and institutions.
- Strengthening Social Behavioural Change Communication (SBCC) approach for sanitation and hygiene promotion at all levels: The availability of basic sanitation facilities for the general population contributes to improved health. Government will therefore mobilize the needed resources, including through private sector participation to construct, rehabilitate, and upgrade sanitation facilities and hand washing stations. Similarly, the benefits of the Gambia's WASH programme would be enhanced through social and behavioural change communication (SBCC), which includes the use of mass media, village support groups, community hygiene promoters, and drama groups.



#### ***Outcome 4.7: Improved Nutritional Well-being of all Gambians, particularly Mothers and Children***

The Gambia is experiencing a double burden of malnutrition –under-nutrition and micronutrient deficiencies co-existing with overweight and obesity. Furthermore, data shows that:

- Only 8 per cent of children aged 6-23 months are fed in accordance with all Infant and Young Child Feeding practices;
- 22 per cent of children are chronically malnourished or stunted with 6.2 per cent severely stunted;
- 73 per cent of children suffer from some level of anaemia;
- Obesity and being overweight affects 25 per cent and 17 per cent of women living in urban the areas of Banjul and Kanifing respectively;
- Diet-related NCDs account for 17 per cent of total deaths.

Over the plan period government will take measures to improve the nutritional well being of all Gambians, paying attention to mothers and children. Improving maternal nutrition will be a focus with the aim of reducing anaemia in pregnancy, which influences pregnancy outcomes.

Government will strengthen Baby Friendly Community and Hospital Initiatives. This will entail efforts to increase knowledge, awareness and skills on maternal and infant nutrition, environmental sanitation and growth monitoring. Communities need to be introduced, trained to adopt the BFCI concept, while health facilities adopt the BFHI initiative. NaNA in partnership with the Ministry of Health and Social Welfare and with support from partners will expand and consolidate the baby friendly community initiative to all the Primary Health Care communities and beyond. The hospital initiative will also be expanded to all the major and minor health centres and hospitals by training and supporting Village Support Groups and building capacities of health workers through training, development of policies, information, education, and communication.

Childhood malnutrition is prevalent in The Gambia especially during the rainy or hungry season. The Integrated Management of Acute Malnutrition and childhood illness will therefore be expanded. NaNA in partnership with the Ministry of Health and Social Welfare will improve the management of children identified as acutely malnourished at both the health facilities and the communities through procurement and distribution of ready to use therapeutic foods, training, instituting active screening and nutrition education. The two institutions will work with Nutrition Without Borders and other partners to revitalize the Centre for Rehabilitation and Nutrition Education (CREN) for effective management of malnourished children by providing financial, human and material resources.

Micronutrient deficiencies are common in The Gambia and have dire consequences on the nutritional status and well being especially women and children. Government will make efforts to strengthen Micronutrient Deficiency Control (Iron supplementation, vitamin A supplementation, iodized salt, food fortification. NaNA in partnership with the Ministry of Health and Social Welfare and with support from partners will consolidate iron supplementation of pregnant women and vitamin A supplementation of postpartum mothers and children under five at the facility and community level. NaNA will also work with

the MOHSW and the Department of Community Development to increase the production, iodization, and consumption of salt, as well as work with the Ministry of Agriculture and other partners on the fortification of local food and increase their nutritional values.

Efforts to reduce wasting, underweight and micronutrient deficiencies will be intensified. The causes of malnutrition are multi-faceted and thus their reduction requires a multi-sector approach. NaNA will work with the Nutrition Technical Advisory Community (NTAC) and the Multi-Sector Platform to develop a Common Result Framework (CRF) and coordinate the implementation of intervention to achieve the CRF. NaNA will also work with partners to improve the assessment, analysis and reporting on wasting, underweight and micronutrient deficiencies.

To build a strong foundation, every child should be fed optimally. Government will endeavour to improve optimal infant and young child feeding in accordance with all IYCF practices. NaNA in partnership with the Ministry of Health and Social Welfare and with support from partners will expand and consolidate the promotion of IYCF at all levels by building the capacities of service providers, policy makers and law enforcement officers.

Reducing obesity and non-communicable diseases is an urgent priority. Non-communicable diseases such as diabetes and hypertension are increasing due to changes in lifestyle and diet. NaNA in partnership with the Ministry of Health and Social Welfare and with support from partners will expand and consolidate counselling, advocacy and communication on the prevention and management of obesity and non-communicable diseases. NaNA and MOHSW will work with the Ministry of Basic and Secondary Education to increase nutrition education, sport, and other extra curricula activities in the school system.

Finally, Social and Behavioural Change Communication will be strengthened. Social and cultural factors affect the adoption of desirable health and nutrition behaviours. A National Social and Behavioural Change Communication Strategy and a Community Mobilization Strategy with supporting tools have been developed. NaNA in partnership with the Ministry of Health and Social Welfare and with support from partners will expand and consolidate social and behavioural change communication and community mobilization for better health and nutrition using all the available channels.

### 2.5.3. Social protection

The long-term vision (2015-2025) for social protection in the Gambia seeks to establish an inclusive integrated and comprehensive social protection system that will effectively provide preventive, protective and transformative measures to safeguard the lives of all poor and vulnerable groups and contribute to broader human development, greater economic productivity, and inclusive growth.

Table 2.9: Key Expected Results for Social & Child protection and Persons with Disabilities

- Increase proportion of children whose births are registered under one year from 35.3% (MICS 2010) to 50%;
- Increase proportion of children under 5 whose births are registered from 72% (DHS 2013) to 90%;
- Increase proportion of beneficiaries under the safety nets programme from 25% to 80%;
- Existence of a social health insurance scheme;
- Increase the proportion of social welfare officers per capita from 3/30,000 to 5/20,000;
- Existence of child labour policy;
- Existence of child protection coordination mechanism;
- Reduce rates of early child marriage from 46 to 36%;
- Increase number of representatives for persons with disabilities in the national assembly from 1 to 3 by 2021;
- Increase number of special schools for persons with disabilities from 3 to 4 (urban) and 1 to 3 (rural);
- A revolving fund for persons with disabilities established; and
- Increase the number of rehabilitation services facilities from 1 to 3 by 2021.

***Outcome 4.8: The Poor and most Vulnerable benefit from Social Safety Nets and Social Security as an integral part of a Sustainable, Affordable, and Effective Social and Child Protection Systems***

Government will leverage the inherent complementarities that exist between the various flagship programmes and strategic social protection interventions. Through the Social Protection family strengthening programmes, government to create fiscal space to build resilience and provide safety nets to address vulnerabilities within societies through:

- I. Building Resilience through Social Transfer (BReST), to enhance resilience and improving women nutrition status of lactating women and children aged less than 24 months. This seeks to address malnutrition and stunting amongst children less than 24 months.
- II. Provision of Life and livelihood support on income generating activities to strengthen the family's basic needs through cash transfers among other safety nets programmes;
- III. Integrated approach to School meals for improved nutrition and a guaranteed market (safety net) for children and small holder farmers

**Establish and strengthen a social protection secretariat for leadership and coordination and develop an integrated Management Information System.**

Government plans to establish a social protection secretariat to strengthen coordination of social protection activities in the country. Capacities were assessed in 2016 and will be strengthened for improved identification, design and implementation of programmes in line with the life-cycle approach. There are also plans to establish a national single registry system to provide credible information/data for effective targeting, planning, implementation and monitoring of programme activities. South-South cooperation will be promoted to learn from best practices in other countries in the sub region.

The capacity development of relevant Government institutions and civil society organizations to assume more responsibility in refugee protection and assistance will also be strengthened. Activities in this regard will focus on training, monitoring and equipping the state institutions and civil society organizations to complement Government and Development partners' efforts in protecting and assisting refugees as part of the process of integrating refugees into national systems.

**Design, implement and expand social safety nets i.e. cash and in-kind transfers, public works, minimum wage, with effective and efficient targeting including during disaster emergencies and food price shocks**

Government will develop and implement several interrelated policies, strategies and programmes to address social protection challenges. These include disability policies and programmes designed for the empowerment of Persons With Disabilities (PWDs); labour market policies and programs designed to promote employment, the efficient operation of the labour markets and the protection of workers; social insurance programs to cushion the risks associated with unemployment, ill health, disability, work related injury and old age. They will create social assistance and welfare service programs for the most vulnerable groups with no other means of adequate support, including individuals and families in difficult circumstances, the elderly, persons with disabilities, women and children. There will be micro-and area-based schemes to address vulnerability at the community level including micro-insurance, agricultural insurance, social assistance and transfer programs to manage natural disasters. Support will be provided to the most vulnerable refugees for self-reliance, with simultaneous integration into the national systems.

This will entail the strengthening of cash transfer scheme policies, procedures and systems to be able to respond effectively to emergencies and shocks during crisis. Government will undertake scoping studies for institutionalizing faith-based social protection instruments for example "Zakat<sup>11</sup>" and also undertake a feasibility study to establish health insurance schemes. There are also plans to formalize and regulate the informal and traditional micro-credit programmes (such as the "OSUSU<sup>12</sup>") which have long standing credentials of fostering social cohesion and strengthening the economic base of families especially the women.

**Increase and strengthen the child protection system including legal provisions and administrative structures and personnel**

This will entail collaboration and coordination with child protection stakeholders to strengthen and review existing laws and legislations on child protection. Government will also advocate for harmonization of legal instruments to include comprehensive child protection issues/violations (FGM/C, child marriage, child trafficking, children on the move, child exploitation and child labour) for law enforcement.

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<sup>11</sup> Zakat = Payment made annually under Islamic Law and used for Charitable purposes

<sup>12</sup> Osusu = A form of micro-financial capital accumulation where every contributor gets a chance to use the money in turns

## **Expand preventive and protective services for all children**

Social protection measures for children, youth and children with disability will include early child development and to ensure the balanced psychomotor development of the child through basic nutrition, prevention of illnesses, health and educational programmes, such as school meals programmes; scholarship schemes; school bill waivers, such as waiving fees for mother and children in health services. Other programmes under this theme will focus on child rights advocacy/ awareness programmes against child abuse, child labour, as well as youth programmes to mitigate irregular migration, unemployment, criminality, and drug and alcohol addiction.

The child protection system in the Gambia is strengthened to respond and reduce violence, abuse and exploitation of children. Measures will include: increasing and strengthening the child protection system including legal provisions and administrative structures and personnel; expanding preventive and protective services for all children; and building capacities and intensifying outreach services for families to enhance community approaches to resolve child protection issues.

Government will also provide access to sexual and reproductive health services including family planning programs and prevention of sexually transmitted infections including HIV/AIDS. Vulnerabilities to early pregnancies and other impediments to girls' development will also be addressed. Special emphasis would be placed on attracting youth to agriculture, by developing adequate social protection measures (such as input subsidy schemes, and support for value chains development involving youth participation and leadership).

The promotion of an environment friendly majalis<sup>13</sup> education system in the country is also a core intervention for government during the plan period. Government will therefore provide technical and financial assistance to majalis to address poverty for sustainable livelihood through Argo-forestry, bee keeping, and provision of clean water. Scoping studies have shown that some "talibeh<sup>14</sup>s" still feed from begging, charity food or wild fruit. To avoid illness due to poor food intake of "talibehs", marabouts would be encouraged to develop farms and gardens for the feeding of the children and also for skills transfers; the majority of "Talibes" are orphans or from vulnerable families.

In the case of refugee children, they are either prevented from going or taken out of school to assist the family on the farm or engage in other incoming generating activities for the family. To this end, they will be catered for in the preventive and protective services extended to all children in The Gambia.

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<sup>13</sup> Islamic Education

<sup>14</sup> Talibehs = students in informal Muslim religious schools

#### ***Outcome 4.9: Enhance Inclusiveness and Participation of Persons with Disabilities in the National Development Agenda***

The constitution of the Gambia (Section 31) provides for the protection and rights of persons with disabilities. Furthermore, The Government of the Gambia has ratified the Convention on the Rights of Persons with Disabilities and its Optional Protocol and plans are advanced to domesticate them into a law (disability bill). Government commits itself to promote, protect and ensure the full and equal enjoyment of all Human Rights and Fundamental Freedom by all persons with Disabilities, and to promote respect for their inherent dignity. There are plans to continue to create an enabling environment for People with Disabilities to continue to actively participate in national development through the below interventions.

##### **Strengthen policy and legal framework on Disability matters**

It is vital to have existing instruments to protect and advocate for the rights and welfare of persons with disabilities Government plans to review and adopt the draft National Integrated Disability Policy and the enactment of the Persons with Disabilities Bill. The policy will be anchored on (i) economic empowerment and financial independence of PWDs; (ii) dignity and rights of PWDs; and (iii) strengthening the institutions, agencies, organisations engaged in disability.

##### **Social and economic empowerment of Persons with disabilities**

Government will integrate and mainstream people with disabilities as appropriate in all programmes and projects. It is envisaged that this will lead to economic empowerment and financial independence. PWD will have their contributions valued, their dignity respected and receive a fair share of the economic growth. Representative bodies for people with disabilities will be continually engaged in programme formulation, implementation, and monitoring.

Government will adopt a two prong approach that (i) facilitate the inclusion of youth with disabilities in mainstream economic empowerment initiatives; and (ii) provide targeted support where required to address their specific needs and interests. In partnership with Civil Society Organizations, Government's theory of change for empowering youth with disability will be anchored on vocational training, combating stigma and discrimination, financial inclusion and strengthening organizations working with PWDs (organizational development for disability support institutions).

##### **Provision of inclusive rehabilitation and habitation programs and services for persons with disabilities**

Government is committed to the provision of rehabilitation services for persons with disabilities. In this plan, access to rehabilitation services will be improved and also decentralised to ensure quality service delivery at the doorsteps of users. Good candidates for such decentralised services are major hospitals and healthcare outlets throughout the country. The human resources required for community based service delivery will be strengthened through specialist trainings. Similarly, Government will seek partnerships to strengthen the rehabilitation centres through the provision of equipment, tools, systems, and processes that improve effectiveness and efficiency.

## 2.6 Building our infrastructure and restoring energy services to power our economy



Modern, reliable, and efficient energy and infrastructure services will spur growth, catalyse economic transformation, and contribute to a high standard of living. It can also contribute to poverty reduction. Currently, Gambia faces major challenges with respect to energy and infrastructure, which is hampering growth prospects. Specifically, the NDP seeks to address the challenging policy environment in infrastructure and energy, the energy crisis, valorising our petroleum resources and products, and the transport sector<sup>15</sup>.

The NDP goal for energy and infrastructure is: ***sustainable and improved energy, petroleum, and transport sectors for a revitalized economy and wellbeing***. To achieve this goal, five outcomes have been identified.

### 2.6.1. Energy

The Gambia is faced with an energy crisis. Electricity supply is insufficient, erratic and is among the most expensive in Sub-Saharan Africa. There is a wide gap between installed capacity and available electricity supply (installed capacity countrywide is 99MW of which 55MW is available; for the Banjul area, installed capacity is 88MW of which 45MW available; peak demand: Approximately 70MW, but generation requirements for up to 150MW); and electricity tariff rates are relatively high: D10.40 /kWh for industries and D9.1 /kWh for agriculture and domestic consumers).

Under the plan period, Government will focus on improving the policy and regulatory environment to attract investments, improve access to electricity and enhance household energy security and ensure secured petroleum resources to support national development.

Table 2.10: Key Expected Results for Energy

- Availability of national energy and petroleum policy;
- Existences of revised tariffs;
- Increase the number of regulations for downstream operations from 3 to 7;
- Increase % of population with access to electricity from 40% to 60%;
- Increase electricity installed capacity in MW from 102 to 250;
- Reduce % of electricity losses from 25% to 17%; and
- Increase share of renewable energy in total electricity generation from 2% to 40%.

<sup>15</sup>Given its cross cutting impact the ICT sector has been classified under the critical enablers and treated in Chapter 3.

## ***Outcome 5.1: Improved Policy and Regulatory Framework for Sustainable Energy and Infrastructure***

### **Undertake tariff reforms (cost reflective, competitive, and affordable)**

Electricity tariffs in The Gambia are high at \$0.26/kWh. The cost of production for electricity remains vulnerable to oil prices and foreign exchange shocks. To remedy these, it is imperative to have a tariff structure that is responsive to key variables. Amongst them would be the introduction of a multi-year tariff setting framework for the Electricity, Water & Sewerage sectors. This would further allow for the development of an incentive tariff structure to prioritize efficiency and clearly define customer classes and cost allocation for each service provided by the national utility. Periodic pass through will be built into the tariff structure to cater for any mid-year adjustments to further enhance the existing cost-reflective nature of the current tariff setting process.

Competitive and affordable electricity tariffs are the bedrock for private sector led development. Meaningful tariff reforms would have to take into consideration the introduction of IPPs into the country's electricity market as well the unbundling of the nation's utility into separate functional business units for enhanced transparency and efficiency.

The Renewable Energy Law (2013) has made provisions for the development of Feed-In-Tariffs (FIT) to support the proliferation of On-Grid renewable electricity. This will be of great importance in helping the country enhance its renewable energy targets and harness the existing potentials of renewable energy. The implementation of Feed-in-Tariffs will be coupled with net - metering initiatives to further help the country attain its long-term aspirations of energy Independence.

To guarantee certainty to Investors, Feed-in-Tariff Power Purchase Agreements shall be made valid for up to 15 years from plant commissioning. Furthermore, indexation would be utilized on the applicable feed-in-tariffs for different years to help alleviate some of the foreign exchange risks. The following technologies are eligible to receive FIT: solar PV, wind. Biomass will also be considered but as recommended in the Renewable Energy Act, this must follow the development of a comprehensive biomass study for the country.

A cap has been placed on single projects that may benefit from the Feed-In-Tariff; single projects have a maximum cap of 1.5MW to be eligible for the Feed-in-Tariff. Any project above that size must negotiate a PPA with NAWEC. Any changes in technology, project sizes and tariffs shall be contained in the Annual Authority Announcement made by Public Utilities Regulatory Authority for each year.

### **Provide investment concessions (fiscal and tax incentives, private sector space, sector priority)**

In the renewable energy sub-sector, a multitude of fiscal concessions have been given to incentivize private sector participation in the electricity market. The development of feed-in-tariffs will be key in this framework. Other incentives include exemptions from import duties for eligible renewable companies and other retail taxes for 15 years in the case of Renewable Energy companies.



To complement Government's role in increasing electricity access, provisions have been made to allow private sector involvement in both generation and distribution from renewable sources in areas with no grid access through a scheme for private wire networks.

**Ensure transparent and open access process (management and administrative processes simplified, following due process):**

The essential prerequisites for an effective and efficient energy sector include a well-conceived policy regime, and a vibrant institutional and regulatory framework. Some key elements of such an enabling environment include a responsive organizational structure, coordination arrangements and a well-designed incentive regime. Recognizing the importance of such measures, Ministry of Petroleum and Energy (MoPE) will develop the necessary instruments and regulatory structures to provide fiscal incentives, promote competition and transparency, build confidence, and thereby encourage private sector investments in the entire energy sector.

**Formulate and implement communication strategy to improve energy efficiency use:**

Under the NDP, energy efficiency would be enhanced through better and improved sensitization and awareness raising on product quality for consumers and suppliers. Fossil fuel based electricity will be made more efficient and accessible using energy efficient technologies and improved transmission and distribution systems.

**Capacities of energy and petroleum personnel built - Increase number of trained personnel including petroleum / energy engineers:**

High staff turnover in Government and the dearth of qualified personnel has led to significant skills and capacity gaps in the sector. The Ministry will therefore develop and implement a comprehensive capacity development plan for the sustainable management of all aspects of the energy and petroleum industry.

The Ministry of Petroleum and Energy and its agencies have a key role in facilitating the achievement of energy supply targets for the country. To execute this important strategic role, the Ministry will train and build adequate human resource with the requisite skills, experience and core competencies to effectively coordinate the formulation and implementation of the various policies, strategies and programs of the energy sector. It will also provide incentives and the enabling working environment in line with the CSRP (Civil Service Reform Programme).

**Formulate and implement good exploration program (Permitting and studies):**

During the plan period, the Ministry of Petroleum & Energy will adopt measures which will attract multi-client geophysical companies to conduct surveys within Gambia's jurisdiction. The Ministry will also design survey programs to be implemented by contracting geophysical companies on proprietary basis. In the exploration for petroleum, government will seek partnerships anchored on mutual benefit through investor friendly policies.

**Design and establish sound licensing regime (License model, sound tax schedules and environment management):**

This will entail the review and update of the current model license to suit Gambia's stage of exploration while retaining industry standards to make it competitive. The elements of optimal petroleum rent and attractiveness to investment will be key under this intervention.

**Formulate Petroleum and data management policies and review Petroleum Exploration, Development, and Production Act 2004**

The MoPE will articulate and consolidate in a single document its data acquisition, management, licensing and use of revenue from petroleum operations for national development. In this endeavour, it will review the existing legislation and develop a comprehensive regulatory regime for upstream operations. Through this intervention a data management policy will be developed during the plan period, which will ensure an in-house data management system. The necessary infrastructure ranging from the state-of-the-art information technology with required hard and software will be installed. With this, the Ministry's capacity to hold custody of a digital copy of all its geophysical data that is accessible to interested persons will be strengthened.

**Develop a comprehensive Legal and Regulatory Regime for Petroleum Products.**

Comprehensive regulatory instruments will be developed for each of the links in the petroleum products supply chain. The regime will entrench a liberal, market driven and competitive environment conducive for investment. Strong institutions each with a clear mandate, but working collaboratively to implement these instruments will be created.

**Develop an emergency petroleum supply plan (security of petroleum products supplies enhanced):**

Government will adopt measures to ensure the existence of buffer stocks in the country at all times. Its adequacy for a specific period will be dictated by the anticipated emergency.

***Outcome 5.2: Improved Access to Electricity and Enhanced Household Energy Security for Sustainable Economic Development***

**Increase electricity installed capacity**

During the plan period, the installed capacity for electricity will be increased to 250 MW and the population access to electricity will also be increased from 40 per cent to 60 per cent. The current demand for electricity in the country is not matched by a corresponding increase in the supply and this situation has resulted in a significant energy demand-supply gap. The major challenges in the supply side have mainly been due to over dependence on fossil fuels, rising import bills; price volatility in the global oil market; repair and maintenance of ageing-generators and plants, as well as inadequate investment and financing options. These variables generate direct and indirect financial and capital costs to government and consumers. In this regard, the maintenance and rehabilitation of electricity infrastructure will be a priority to enhance access to electricity during the plan period.

To rapidly close the gap between energy demand and supply, Government will take measures to urgently increase electricity generation capacity. For the short-term, an emergency plan has been developed. The main features of the plan in the Greater Banjul Area (GBA) are fast tracking of capacity expansion through rehabilitation and new engines to reach the minimum 70 MW by the end of 2017. This would help phase out black outs. Other measures in the GBA include the replacement of all streetlights with LED bulbs to reduce demand, and an emergency communications plan. In the provinces, cross border lines with Senegal are to be fast tracked to purchase up to 10MW of power from SENELEC.

In the medium term, steps will be taken to scale up generation capacity. The primary sources of new generation considered are HFO and imports for base load, and solar for providing lowest cost electricity during the day. Gas-to-Power would also be explored as a potential source of base load energy. A key output from this measure is a preference for up to 50 per cent of energy to be delivered through low cost imports from neighbouring countries including Guinea and Senegal. A key factor for imports will be the import price. At current global oil prices, the cut off for imports to be financially competitive with HFO is approximately \$0.14-15 / kWh. (*Source: Electricity roadmap plan*).

#### **Increase share of renewable energy in the total electricity generation through use of appropriate technology, R&D, and other efficient measures**

Currently the share of renewable energy in the total electricity generation is less than 2% and will be increased by 2021. Measures will be taken to increase the share of renewable energy in the total electricity generation through use of appropriate technology, R&D, and other efficient measures. Renewable energy represents an area of tremendous opportunity for The Gambia. Government is committed to promote the development of renewable energy and will actively work to increase the renewable energy share in the energy mix. During the plan period, renewable energy resources will be prioritized (solar energy, wind energy, and hydro energy) in order to have a balanced energy mix. Furthermore, GREC (Gambia Renewable Energy Centre) will be rehabilitated while private sector participation will also be promoted to contribute towards increasing share of Renewable Energy in the total electricity generation.

#### **Increase the proportion of the population with access to electricity**

Measures will also be taken to increase the proportion of the population with access to electricity disaggregated by region. Electricity access in The Gambia is estimated at 35 per cent of the population. While 60 per cent of the population in the GBA is served, only six per cent of the population in the outlying provinces has access. To remedy this, Government will establish mini grid country programs for isolated settlement in the rural areas using solar PV and stand-alone generators and expand the on-going rural electrification projects.

### **Improve the national transmission and distribution network (coverage and connectivity, loss reduction, technology, etc.)**

Electricity transmission losses are 25 per cent, and it will be reduced to 17 per cent by 2021. Efforts will be made to improve the national network (coverage and connectivity, loss reduction, technology, etc), as these losses increase the cost of supply on a per kWh basis. Substantial investments in network infrastructure will be necessary to absorb new generation capacity and expand access. Scaling network infrastructure to meet growth projections is estimated to require US\$133 million by 2025, which will come through public finance. Several transmission projects are currently underway, which will improve the performance of the grid. Projects to be completed in the period 2017-2020 include:

- OMVG (The Gambia River Basin Development Organization): a 225-kV western backbone line. Completion expected in 2020;
- World Bank GESP (Gambia Electricity Support Project) investments. Completion is expected in 2018; and
- An India Exim Bank distribution project in GBA. Completion date is to be confirmed.

Further investments in transmission and distribution are required to reinforce and expand the existing network to cope with the expansion in generation identified as part of the Roadmap. There is currently a financing gap of US\$75 million. (Source: Electricity sector roadmap plan, 2015).

### **Increase private sector participation in electricity generation (through IPPs)**

Efforts will be made to increase private sector participation in electricity generation (through IPPs). The MoPE has already established strategic partnerships and alliances with some national, regional and international organizations and agencies. These relationships are important platforms to mobilize additional financial resources and technical assistance for the energy sector. Therefore, Government will formulate a resource mobilization strategy to build new partnerships while nurturing varied and innovative platforms including PPPs and IPPs.

### **Reduce percentage of household dependent on fuel wood energy through household access to improved stove**

The excessive dependence on biomass will be managed, through sustainable natural resource management including access to Liquid Petroleum Gas (LPG) and land use planning. Unsustainable and inefficient production and use of biomass will lead to rapid depletion of the forest cover. To manage the biomass utilization, the plan will focus on prioritizing reducing the heavy dependence on wood and charcoal; popularizing the use of fuel efficient stoves; use of briquettes and biogas and active support to forest management control programmes.

## **Increase the rate of LPG consumption in MT**

During the NDP period, measures will be put in place for the popularization of LPG as cooking fuel in the urban areas; to encourage research and development of innovative appropriate technologies for household application in the use of LPG in both rural and urban areas; regulate and monitor the pricing structure, as well as encourage private sector participation in the provision of infrastructure to improve storage capacity and popularize the use of butane gas as an environmentally- friendly source of fuel.

### 2.6.2. Petroleum

#### ***Outcome 5.3: Petroleum Resources and Products developed for Sustainable National Development***

##### **Formulate and implement a local content strategy:**

This will be done by formulating policies that create an enabling environment for the participation of companies in the petroleum value chain. A local content act will be developed that will define new companies to service the requirements of exploration, development, and production stages of the industry.

##### **Establish a national petroleum laboratory:**

To ensure evidence based decision-making and the maintenance of standards, Government will promote the establishment of a national laboratory.

##### **Promotion and establishment of petroleum products infrastructure**

Through this, the government will develop the physical infrastructure necessary for downstream petroleum activities. This infrastructure includes a designated petroleum products industrial zone with necessary substructures that can support and attract the establishment of oil refineries and more tank farms or fuel bunkers.

### 2.6.3. Transport

Government has made some progress in developing the transport sector over the last decade. However, key challenges affecting the sector include: the institutional, policy and regulatory environment; the absence of a transport sector-wide Master Plan; the quality of infrastructure is poor due to maintenance neglect – 82 per cent is classified as poor; and rapid urbanization is creating a transport crisis in the Greater Banjul Metropolis

The main gateways such as the Banjul International Airport and Banjul port are not adequately playing their role in fuelling development and driving the economy. Banjul International Airport is only optimally utilized during the tourist season of November – April each year. The Banjul Port accounts for over 80 per cent of international trade. However, its medium size, absence of mobile cranes, small container terminal,

manual terminal operating system, and absence of an external dry port all constrain the efficiency of the Port operations. The non-implementation of the 2008 Ports Master Plan has affected the competitiveness of the Banjul Port as it is still been operated as a public service port model. Finally, river transport and its associated infrastructure have all but collapsed.

Over the plan period, Government will make a major effort to enhance land, sea, and air transport to boost affordability, accessibility, and competitiveness.

A major strategy of government is to promote Public Private Partnerships (PPP) for Infrastructural Development through the following:

- Provide adequate legal, regulatory, and institutional framework for PPPs;
- Develop guidelines for PPPs, to establish their legal status and to provide the necessary enabling environment to foster and encourage private sector interest in them;
- Establish a PPP Unit in MOTWI to help in preparing, and managing bankable PPPs;
- Conduct capacity needs assessment within the Ministry and its Public Enterprises in the area of PPP and consequently train personnel in order to have required skills and expertise to plan, develop and manage PPP programmes and projects;
- Prioritize PPP in the provision of Roads, Air, Maritime and River Transport Infrastructure and Services by collaborating with domestic and international stakeholders.

Table 2.11: Key Expected Results for Transport Sector

- |  |
|--|
| <ul style="list-style-type: none"> <li>● Increase % of the primary road network in good condition (paved) from 80% to 100%</li> <li>● Increase operational capacity of air transport facilities in BIA from 326,757 to 500,000 persons</li> <li>● 250 km of reconstructed urban in the GBA</li> <li>● 514 km of Rural feeder roads built</li> <li>● Existence of a dual carriageway from sting corner to Airport junction (22.1 km)</li> <li>● Existence of a bypass from Sting corner to Abuko (14.35 km)</li> <li>● Increase the number of new roads constructed from 0 to 3</li> <li>● Increase the number of new bridges constructed from 0 to 2</li> <li>● Expansion of Banjul port</li> <li>● Existence of a “dry port” in Basse</li> <li>● Revitalized river transport system</li> <li>● Existence of an updated National Transport Policy</li> </ul> |
|--|

***Outcome 5.4: Enhanced Land, River, Sea and Air Transport for Affordability, Accessibility, and Competitiveness***

To achieve this outcome, Government will: review and restructure transport sector policies and institutional framework; develop and implement an integrated transport sector in line with the land use master plan; expand, improve, and maintain the road networks; develop Urban Transport; implement the Banjul port expansion project and develop the inland water ways; implement the Airport Improvement Project; and implement airport hub and city plan.

### **Review and restructure the transport sector policies and institutional framework**

During the plan period, laws and regulations that are obsolete will be revised to reflect the current liberalized focus of the industry, including laws governing toll roads. Additionally, the enforcement of road transport regulations (the quadrangle responsibility of the MOWTI/NRA/Police/Local Government Authorities) will be improved.

To create an enabling environment supportive of an efficient transport industry efficiency and one that provides appropriate levels of regulation, Government will also strengthen the institutional and competitive framework for the transport sector by establishing a regulatory framework to encourage competition (within or for the market); provide adequate safety and environmental safeguards; strengthen the regulator and implementer's administrative capacity in infrastructure management; and promote private sector capacity building and participation.

The Ministry of Transport, Works and Infrastructure (MOTWI) has an updated National Transport Policy (NTP), which was last revised in 2006. This policy was subjected to wide consultation with all stakeholders, both in the public and private sectors. The NTP has a time horizon of 10 years (2017 – 2027), and is to be backed by strategic actions, a Master Plan and portfolio of specific projects, to realize its goals and objectives. The policy will also articulate an institutional restructuring, which will be implemented.

The changing role of Government in transport necessitates capacity building of the institutions and people that would drive this change. For the success of this commercial reorientation, Government will undertake a capacity gaps assessment to identify training and recruitment requirements. Immediate training will focus on transport policy planning; road safety; procurement (of goods and services); PPP and PSP arrangements; results-based management; economic and financial analyses; and social and environmental impact assessments. Government will also explore options and strategies for introducing civil engineering and other relevant engineering courses in the University to meet the medium term and long-term human resource needs.

To sustainably fund the transport infrastructure and service reforms, Government will improve its budgeting systems and develop sustainable financing sources using dedicated earmarked funds; increased donor funding and resources internally generated by the sector. The absence of a database is a major constraint to effective transport planning. The Gambia Bureau of Statistics would be capacitated to generate data to support transport sector planning.

### **Develop and implement an integrated transport sector in line with land use master plan**

A Transport Sector Master Plan that responds to sector policies and strategies in a harmonized and integrated manner will be developed under the plan. This will enable the transport sector to effectively respond to the increasing and diversified demands of the productive and social sectors of the economy – now and the needs envisaged over the next 20 to 30-year period. It will also support the prioritization of investment projects under this sector over the medium to long term. The sector plans to provide road, maritime, and aviation networks, which are not only inter-modally linked, but which provides access to

the national economic and social centres, as well as have regional and international outreach. This will be in line with the proposed Land use master plan.

**Expand, improve, and maintain the road networks: BambaTenda-YelliTenda – Trans-Gambia Bridge; Laminkoto-Passmas Road; Fatoto-Basse-Koina Road; Basse-Nyako Bridge; Fatoto-Passamas-Bridge; Sting Corner-Abuko bypass.**

In a bid to sustainably develop road transport, Government will develop a prioritized five-year road development programme for the primary and secondary roads network consistent with The Gambia's macro-economic and fiscal framework. Sustainable sources of funding for road maintenance will be established through continued implementation of the Fuel Levy charge on road users; implementation of a heavy vehicle management programme (axle overload fines) to prevent pre-mature damage to roads; putting in place toll bridges in strategic segments of the network to maintain critical national assets; appropriate tariff for ferry crossings; etc.

The main objectives of expanding, improving, and maintaining the road networks is to construct, re-construct, or rehabilitate the national road network and increase its coverage for all seasons. Key works under this theme include:

- **BambaTenda-YelliTenda – Trans-Gambia bridge:** Phase I of this project includes the construction of the bridge and tolling facilities, design and supervision of 2 joint border posts, design and supervision of related feeder roads and markets, HIV/AIDS/STI, road safety and gender awareness campaign as well as technical assistance for the NRA. Phase II addresses the strengthening of the Trans-Gambia Highway in readiness for the increase in traffic once the bridge is commissioned. It includes feasibility and detailed studies for the Toll Bridge management, road safety and financial audits.
- **Laminkoto-Passmas Road:** The contract for the construction of the road (122 kilometres) was signed with the contractor AREZKI AS on the 2 November 2016 at the cost of US\$ 61.9 million; the effective contract commencement date is 1 February 2017. The contract will last for 3 years, ending 2 February 2020.
- **Fatoto-Basse-Koina Road:** This project is intended to complete the highway network in the eastern region of the country, linking it with the road networks in the eastern and southern parts of Senegal. The proposed road is 48.3 km, with two bridges at Basse and Fatoto.
- **Basse-Nyako Bridge:** the Bridge with 200 meters span will connect the northern and southern parts of the Gambia and is extremely important as it will provide access to national economic and social centres.
- **Fatoto-Passamas-Bridge:** This Bridge with 150 meters span will connect the northern and southern parts of river Gambia and will similarly provide access to national economic and social centres.

For improved road safety, the Government will initiate a road safety programme with the creation of an appropriate institutional framework- including the establishment of National Road Safety Council with a secretariat to develop its work programme. To further support safety, a review and update of road and



road traffic laws and regulations will be undertaken to respond to the current realities of road use and operation, improve road transport services (passenger and freight) and improve road safety.

While facilitating the capacity development of the local road construction industry, Government will collaborate with ILO, other development partners and GAMWORKS to introduce labour intensive (including women) road constructions, as well as promote PPPs in the sector. The creation of Corridor Management Committees is essential for transit and trade facilitation. Improvement on The Gambia Port based on regional road corridors would be implemented as a follow up action on the ISRT (Inter-State Road Transit Scheme) and bilateral and tripartite agreements entered by Government.

### **Urban Transport**

The primary focus in the urban transport sub-sector is to address the emerging transport crisis in the Greater Banjul Metropolis, which is facing rapid urbanization pressure and is currently witnessing some congestion, especially during the peak hours. To remedy the emerging transport infrastructure pressures in the Greater Banjul Metropolis, and improve efficiency, Government will continue its plans to construct alternative routes and bypasses to ease traffic on the link. A key intervention relates to the Sting Corner-Abuko bypass, which is intended to decongest the Brikama Highway from Westfield junction to Yundum, which are areas with high populations. Two options are currently under consideration: Option I, Sting Corner to Abuko By-Pass (9 km), and Option II, widening the Bertil Harding Highway (23 km) into four lanes.

The multiplicity of agencies involved in managing urban transport poses a challenge. The planned transport sector master plan should improve coordination, efficiency, and accountability of the urban transport system. The Plan would cater for traffic management especially for the Central Business District (CBD) in the city environment for safety.

The law enforcement agencies will be capacitated to enforce traffic laws and regulations to improve urban traffic circulation in Banjul and its peri-urban areas. In the long term, with the increasing rate of urbanization, Rapid Transit System (RTS) through private sector concessionaires would be developed to cater for the Greater Banjul Area.

The implementation of the planned feeder road rehabilitation programme covering about 104.4 kms with the assistance of the EU is essential in achieving the agricultural transformation agenda and all-inclusive growth. Under the plan, government will expand the rural feeder roads network to 510 kms in order to boost agricultural production, ensure connectivity of rural communities for improved access to health and education services. Government will introduce policy measures to mitigate urban environmental degradation, which would include enhancement of gas emission control through the establishment of vehicle inspection stations.

### **Implement the Fourth Banjul port expansion project and developing the inland waterways**

The key port reforms scheduled for the plan period include redefining port governance and organization to tackle emerging issues, particularly moving from a public service model to a landlord model like other regional ports and privatization and promotion of partnership between public and private sectors in order to enhance efficiency and productivity, particularly with respect to the superstructure of the port. The reforms will provide for the establishment of a port cluster by exploring free port system; the introduction of free trade zones for the international logistic industry; and the development of industry complexes around the port, concentrating on logistics related industry – shipbuilding, ship equipment, ship spare parts. This will facilitate the development of intermodal infrastructures such as regional roads linking hinterland countries of the port, inland waterways on the river Gambia connecting to Inland Container Depots (ICD); and strengthening the Port Marketing Strategy to attract business to The Gambia using various modes including ICT.

The Ports Master Plan provides for special consideration of the container terminals to increase efficiency and enhance the ports competitive edge. This will address the severe infrastructural constraints including inadequate container storage, inter-modality for inland transport connections (especially for regional road networks and use of River Gambia complemented with Inland Container Depots). These facilities are in disrepair and require major investments. Moreover, there is need for port reforms especially relating to the business model of the Port providing ample opportunities for private sector participation and expansion of facilities.

The aim of this expansion project is to increase the productivity capacity of the Port of Banjul. Its components include dredging the channel entrance depth into Banjul from 8.5 m to 10.2m; Quay extension of capacity 200 m; rehabilitation of the existing north and south Container Terminals; rehabilitation of existing jetty; rehabilitation of the ship yard; dredging of entrance channel (30,000 DWT two-way deep water channel); relocation of the Banjul Mini Stadium to allow port expansion; completion of the Bund Road access road, reclamation of the wetland at Bund Road and construction of an off-dock terminal; relocation of Banjul Ferry Terminal; and the economic and technical feasibility for a new deep seaport and relocation of the existing Gambia Ports Authority (GBA) head office.

Government will also undertake feasibility studies for establishment of a **“dry port” in Basse** to boost river transport and regional trade with the country’s landlocked neighbours.

### **Implement the Airport Improvement Project**

The Airport Master Plan, costing around USD100 million, would guide the expansion and development of Banjul International Airport (BIA) during the plan period. Given the relatively low volume of passengers during the tourism off-season, the current capacity at the BIA is only optimally utilized during the tourist season from November to April each year; indicating the potential for new business during the rest of the year. Consequently, the Gambia Civil Aviation Authority (GCAA) will, during the plan period, vigorously market the BIA for full capacity utilization during both the tourist and off tourist season. This will complement the Bilateral Air Service Agreements (BASA), which BIA has with 22 countries. Of the fourteen

Airlines that currently operate into and out of the BIA, seven are scheduled air services, six non-scheduled inclusive tour charter and one non-scheduled air service.

To fully utilize the potential of BIA and in keeping with the national vision to position The Gambia as a trading hub, the Government will continue to pursue the airport free zones agenda by expanding airport facilities supportive of agriculture and natural resource exports especially to the European market. Government is conscious that Air Traffic Control, Air Navigation and Safety issues are important and should be at the forefront of the air transport management agenda. This is particularly so for the tourism industry - the main driver of the air transport industry in The Gambia. To this end, Government will continue to improve safety in the air transport industry by updating its equipment in line with emerging global trends. To be competitive, the Government will continue improvement of the aviation equipment, and review its tariffs and charges related policy to position the country as a hub in West Africa. It will complement the on-going expansion of the airport taxiway and apron. These capacity development measures are prime for PPPs, and therefore, Government will undertake extensive engagements to secure effective private sector participation.

### **Implement airport hub and city plan**

The idea of an airport hub and city plan is to equip the Banjul International Airport with modern amenities, like hotels, etc. to cater for passengers in transit. It is also an idea to improve and modernize BIA to accommodate all the facilities of modern air service delivery to propagate the hub concept of Banjul International Airport.

#### **2.6.4. Public Works Infrastructure**

### ***Outcome 5.5: Improved Management and Provision of Public Works Infrastructure for Enhanced Socio-economic Development***

#### **Development of a national buildings and facilities policy (including addressing the needs of PWDs)**

The challenges in construction, management and maintenance of government buildings will be addressed firstly with the formulation of a National Building Policy to guide the construction, operation, provision and maintenance of government buildings and other public works infrastructure. Government will further ensure that best practices are upheld through the provision of access points for persons with disabilities.

#### **Construction and maintenance of public buildings and infrastructure**

This will include the construction of headquarter building for Weights and Measures Bureau and The Gambia Standards Bureau. Furthermore, the present pervasive culture of poor maintenance will be corrected through regular maintenance exercises, which will also include infrastructure of cultural importance.

## 2.7 Promoting an inclusive and culture-centred tourism for sustainable growth



Tourism is a major contributor to the national economy accounting for 12 per cent–16 per cent of Gross Domestic Product (GDP), supporting over 35,000 direct and 40,000 indirect jobs, and generating US\$ 85 million in foreign exchange earnings. However, it faces competition from other destinations that offer superior quality infrastructure, a more diversified product mix and lower prices.

Over the plan period, Government's goal for the industry is to make tourism: ***a highly competitive and sustainable industry that is people and culture centred, that celebrates our cultural heritage and contributes to socio-economic development.***

Table 2.12: Key Expected Results for Tourism

- Increase the Tourism value added as a proportion of GDP from 16 % to 25%;
- Increase the number of Tourist arrivals by source markets from 161,127 to 350,000;
- Increase direct employment for Gambians from 35,000 to 70,000;
- Increase foreign exchange earnings from \$85 million to \$170 million;
- Increase the amount of funds allocated to the promotion of culture from D4.2million to D10million;
- Increase the number of upgraded cultural heritage sites from 1 to 3; and
- Existence of a multi-purpose cultural centre.

The strategic priority has two outcomes related to interventions of which are detailed below.

### ***Outcome 6.1: Enhanced Contribution of Tourism for Economic Growth and Employment Opportunities***

**Develop a tourism database and information system for results based management.** To strengthen evidence-based planning and programming, Government will develop a tourism database and information system that supports /is aligned to a Tourism Satellite Accounts (TSA) model. This tourism information system will be developed with the collaboration and support of both local and international partners and when functional, will use varied means to generate data, analyse, store, and retrieve it for policy formulation, strategic planning, as well as for monitoring and evaluation of the tourism interventions.

**Undertake Policy Revision to drive wide-ranging reforms aimed at enhanced competitiveness.** The 1996 tourism policy is no longer fully responsive to the aspirations of its stakeholders and particularly lacks the means to sustain the gains registered as well as resolve the supply and demand side challenges that continually stifles Tourism's growth. The policy will therefore be revised to create an enabling environment for The Gambia's increased competitiveness as a tourist destination. Specifically, the policy revision will address issues relating to (i) low destination recognition; (ii) poor quality; (iii) inadequate

product diversification; (iv) limited air access; (v) weak linkages between agriculture and tourism; (vi) environment and waste management issues; and (vii) tourism security.

Government will complement the policy revision with interventions that fully or partially makes operational the revised policy (e.g., marketing to increase destination recognition and attractiveness). Government will also partner with other stakeholders to address the coastal erosion affecting the Tourism Development Areas, waste management, as well as the conservation of bio-diversity that serve as tourist attractions. For issues outside the scope of Government's mandate, the Private Sector will be sensitized on the existing incentives and benefits associated with intervening on a segment of the industry and encouraged to take it up (e.g., limited air access). Considering that the solution to many of the tourism specific challenges lies outside the scope of the sector, detailed reform issues that will be catered for in the revised policy include inter-sector coordination and collaboration to influence:

- Tourism sensitive macroeconomics (taxation and credit);
- Unfulfilled demand and economic opportunities concerning tourism and horticulture; tourism and poultry; tourism and community based philanthropy and fund raising; tourism and cross border trading communities; tourism and wildlife; tourism and crafts;
- Safety and security of tourists and related installations;
- Provision of energy, pipe borne water, telecommunications, and other infrastructure
- Transportation especially the ferry service to the North Bank Region, where the well sought after interests of Jufureh, Albreda, Kunta Kinteh Island, Fort Bullen, the World Heritage Wassu Stone Circles, etc., and other attractions are located; as well as
- The optimal use of ICT to drive the e-tourism agenda including an e-visa system and visa upon arrival policy to facilitate and ease travel to the Gambia.

Given that marketing is an expensive venture, government will partner with private operators to make sure that the cost is shared for the mutual benefit of all parties. A comprehensive rolling plan for marketing that ranges over the short, medium, and long term will also be formulated and implemented for effectiveness and efficiency in marketing destination Gambia.

Government will also revitalize the public-private sector product development committee with a robust mandate to revisit the tourism product portfolio and roll out project proposals for donor funding of especially star products while at the same time revamping tourism products that are deemed ready for change.

**Strengthen quality service delivery.** Although hoteliers and other service providers play an equally important role in quality service delivery, Government will during the NDP period contribute its quota by ensuring a steady supply of qualified human resource for the industry. Government recognizes that for marketing to be effective, it must be preceded by quality improvements. Remedial measures will include training and refresher courses across the board on quality service delivery, more budgetary allocations to the Gambia Tourism and Hospitality Institute (GTHI) to support its evolution into a center of excellence that produces high caliber professionals, including the GT Board Quality Control personnel. Government

will thus strengthen the curriculum of the GTHI to emphasize quality while also expanding the scope of the curriculum to cater for the diversification agenda in new niche products such as conference tourism, Islamic tourism, eco-tourism and so forth.

GHTI will undertake proactive measures to attract students from the rural areas who are expected to return to their home regions after graduation to serve in the rural based tourism facilities. This is considered a short to medium term measure while the Ministry of Tourism collaborates with the Ministry of Education to provide vocational training facilities in rural Gambia as a means of capacity building for staff and training to ensure acceptable levels of service and maintenance of rural tourism facilities.

**Revamp and strengthen Tourism security:** given its important role, government will also adopt a comprehensive security programme, which addresses airport security and also strengthens the skills of the tourism security unit of The Gambia Police Force with a view to making them better serve all tourism stakeholders.

**Build the Capacity of GTB Staff on Hotel Classification, Standards, and Quality Services.** To ensure effective classification of hotels, and the proper regulation of standards and quality services, Government will provide training to the GTB staff on these areas. The training will focus on standards as it relates to the traditional sea, sand and beach category as well as to emerging, non- traditional categories such as Islamic tourism, cultural tourism and eco-tourism.

**Demarcate and lease out four Tourism Development Areas (TDAs) to promote product diversification and inclusive tourism.** Government will use inter sector collaboration to demarcate and lease out four Tourism Development Areas (TDAs), provide amenities within these areas and thus promote inclusive tourism. It is envisaged that with the establishment of TDAs in some rural areas and the simultaneous/prior provision of the right infrastructure (roads, electricity, telecommunications and pipe borne water) investors will be motivated to develop facilities in them, create employment for the communities, contribute to rural development and foster linkages between tourism and agriculture. This measure will decongest the industry from its Banjul – Bijilo coastal strip where nearly 90 per cent of the major hotels are located and where the major entertainment occurs. This demarcation process will mark a significant milestone in Government's desire for the decentralization of tourism.

To cater for repeat tourists, diaspora, as well as new visitors, government will organize and facilitate festivals and events that have the potential to spice up the tourism product. These will be held in all TDAs and feature a strong infusion of cultural expressions and exhibitions to make the destination not only interesting, but exciting. To cater for changing life styles and ensure that visitors stay in touch, government will strive to make Internet connectivity reliable while also fostering inter-sector partnerships to ensure that all work in unison for the provision of tourism supportive infrastructure.

**Increase Recognition/Attractiveness of Destination Gambia through Marketing.** In the drive to increase arrival numbers to 350,000 during the plan period, Government will undertake vibrant marketing campaigns that target traditional and non- traditional markets. In traditional markets, the emphasis will be on mid-range packages, high-end packages, eco-tourism, and cultural tourism. In this market, Government will undertake additional efforts to not only increase arrivals within the normal tourist/high season, but to also extend the season to include the summer period and thus improve competitiveness with southern European destinations, which offer operators higher profit margins due to relatively short flight hauls. One key selling point will be the promotion of the diverse range of tourism products.

The marketing of destination Gambia in non- traditional markets will assume lesser intensity and will promote niche products such as conference tourism, Islamic tourism and theme packages that target sub regional and diaspora tourists and is anchored on the Gambia's unique cultural heritage.

The marketing process will include the use of trade fairs especially outside mainland Europe, PR Marketing, print and media based marketing, as well as e-marketing to leverage on the internet as a key marketing medium.

**Undertake Research and Development to continually improve Competitiveness.** Tourism is dynamic and to keep up with the evolving preferences of stakeholders, as well as trends, Government recognizes that it must undertake Research and Development. Government will strengthen the human and system resources of the Research Unit of the Gambia Tourism Board (GTB) to engage in market research to gauge users perceptions of destination Gambia, the changing market trends, changing consumer behaviour, impact of regulations, and the impact of changes in the macroeconomic environment (recessions, exchange rate, health concerns). These aim at improving The Gambia's competitiveness. The research interventions in this plan will also be geared towards benefiting environmental conservation, and the management of our artefacts and cultural heritage.

To influence demand side challenges such as tourist out of pocket spending and low occupancy rates, Government will conduct research on the consequences of tourist purchasing and consumption behaviours. Generally, these visitors lack information on product origin and poverty reduction opportunities inherent in tourism and need to be better informed.

### ***Outcome 6.2: Cultural Assets Integrated into the Tourism Industry and Promoted***

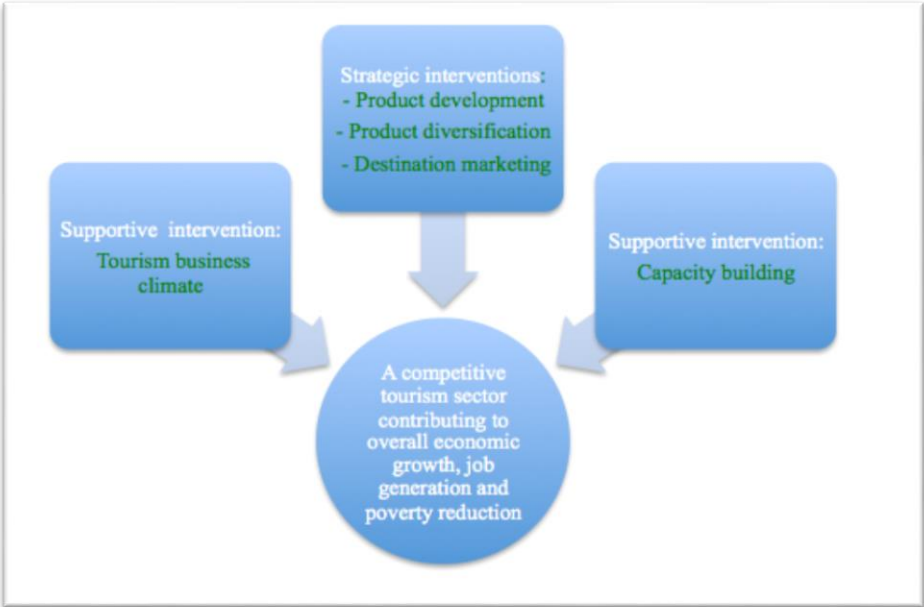
**Conserve and Promote The Gambia's Tangible and Intangible Cultural Heritage for enhanced competitiveness.** The integration through promotion of previously neglected cultural assets is essential for tourism development. During the plan period, Government will safeguard, conserve and promote the country's tangible and intangible cultural heritage, and the unspoiled natural environment to support the quest for product diversification. Through partnerships with allies like UNESCO and Local Government

Authorities (LGAs), National Cultural Festivals will be held and thematic engagements promoted for uptake by LGAs or private sector operators.

**Implement the mandate of the Collecting Society of The Gambia.** To boost creativity in the arts and culture sub sectors and promote the tourism diversification agenda, government will implement the mandate of the Collecting Society of The Gambia, including the copyright laws of the Gambia, thus protecting, rewarding and motivating the artistes that perform at hotels, bars and restaurants across the tourism industry. Given that crafts and souvenirs receive the lowest proportion of tourist out of pocket expenditures Government will sensitize the craftsmen on the need for frequent renewal of souvenirs.

A multi-purpose cultural centre will be constructed to promote and support Gambia’s Creative industries, which will also boost the tourism sector and promote product diversification and quality. This centre will be positioned as a “Centre of Excellence” to showcase diverse cultural expressions and demonstrations (local and international) in-line with the Government’s commitment to its bilateral and multi-lateral protocols and agreements on cultural cooperation and exchange.

In summary, the Gambia’s agenda for the development of Tourism is illustrated by the figure below:



Courtesy: World Bank 2015



## 2.8. Reaping the demographic dividend through an empowered youth



Government is determined to realize its commitment to “leave no youth behind”, as it recognizes that youth are the engines of growth and will be the essential pillar for any development that The Gambia aims to achieve. Equity in resource allocation and a nationwide approach to national development through investment in youth will thus be adopted at all levels of Government.

As a result, Government’s goal for the sector is premised on **“Secured sustainable livelihood for youths through skills development, decent work and excellence in sports”**.

Table 2.13: Key Expected Results for Youth Empowerment and Development

- Availability of a revised National Sports policy and Act
- Existence of regulatory standards for Youth organizations and facilities
- Existence of regulatory standard for Sports organizations and facilities
- Reduced youth unemployment (15-35yrs) from 35.3% to 25%
- Existence of a youth development fund
- Increased numbers of sports academies established from 0 to 2
- Increased number of youth friendly centres from 3 to 7
- Existence of a Sports Department at UTG
- Existence of a multi-purpose indoor sports facility
- Availability of revised National Youth Policy and Act

To be successfully implemented, an enabling environment of well-functioning government mechanisms, championing good governance, with progressive economic policies, would underpin the following plan interventions. Building upon the Governments compact for youth empowerment, the proposed goal will focus on the following outcomes and interventions:

### ***Outcome 7.1: Gainful Employment opportunities created and Entrepreneurial skills developed for Gambian Youth***

**Undertake entrepreneurship and skills development in priority sectors such as agriculture, fisheries, and tourism, ICT, including the formation of youth-led commodity cooperatives.**

To maximize on the development impact of priority sector investments, Government recognizes that it must involve the youth segment of the population. In this regard, it will ensure that from the stage of conceptualization, through implementation and final evaluation, youth are mobilized to participate meaningfully in programmes of key sectors, such as agriculture, fisheries, tourism and ICT. In addition, youth will be supported to overcome the challenges related to jobs, market access, land and other productive assets, education, information and skills, and their participation in policy dialogue and decision making (*these last three will be discussed separately under respective interventions*).

To improve access to land for the youth, inter–sector platforms will be forged to champion land reforms. Youth participants will be capacitated to lobby and negotiate land ownership, while Government explores the option of rehabilitating (e.g., using irrigation, soil and water conservation structures) unutilized agricultural lands; facilitating short-medium term leases to enable youth to use unutilized community land; and the provision of loans to assist youth acquire land.

Similarly, youth engaged in the agriculture and natural resources sector will be encouraged to form cooperatives to ensure government and development partners’ support, as well as to derive benefits from economics of scale and market access. Sustainable access to markets is a requirement to guarantee smallholders an increase in income and to lift them out of poverty. During the plan period, Government will thus engage the private sector to help Gambian youth access markets through the acquisition of inputs and services to generate a product-agricultural or otherwise and the capability to deliver that produce/product to buyers. Emphasis will be placed on standards and certification, market price information, consistency of supply etc. In a collaborative venture between the Trade and Youth Ministries, young people will be mobilized into professional clusters, within which, they can further develop their produce and market them. Youth will be mobilized to deepen their participation in the Gambia’s home-grown school feeding (HGSF) programme.

Modern ICTs such as mobile phones and the Internet are appealing to the youth and have high potential for facilitating access to information to enhance productivity on the farm; enabling agricultural innovation; and providing access to financial services and markets. While mobile technology is generally widely diffused in the Gambia, the Internet is not as a result of the high prices of computers and the Internet, combined with lack of electricity. Government will facilitate the use of offline mobile phone processes to link, in an interactive manner, the “agripreneurs” and other sector entrepreneurs with knowledge resources, and connect value chain actors. Considering that youth pick up technology more easily, Government will actively seek improved and modern technologies/appropriate technologies and avail it to the youth for increased production.

### **Innovations in creating sustainable youth employment**

Government will encourage innovation, creativity and new approaches for effective reduction of the number of youths that are ‘Not in Education, Employment or Training’ (NEETs). Of particular interest are schemes, such as social economy franchising, aimed at creating decent and sustainable skilled and semi-skilled jobs, especially for young people at risk of embarking on irregular migration. The franchise packages shall be socially beneficial products, services and amenities that address acute local needs, while satisfying consumer demand, thus being commercially viable. They may include sanitation amenities and services, agricultural produce processing and preservation, waste management, laundry and cleaning services, and modular energy products. Franchising reduces the risk of business and enterprise failure. The franchisees are provided with professionally developed and packaged products and services, backed

up by local market research, national branding and consistent marketing. They are also given on-going training and support on sales, operations, customer care and business development. Franchisees may have access to a mix of loan and other SME financing facilities. The social economy franchises will be developed in collaboration with commercial, social enterprise and civil society partners.

In line with multilateral discussions about combating the root causes of irregular migration and creating legal and regular pathways, the government will support the activities of social enterprise recruitment agencies, which operate on the best practice standards set by the International Labour Organization (ILO). Such agencies will undertake proactive searches to find vulnerable and disadvantaged youths and groups, including those at risk of being irregular migrants. These candidates shall then undergo targeted and appropriate employment training and development, as well as orientation and induction relevant to the countries they may be deployed to as skilled or semi-skilled workers. Such deployment may be part of circular migration, mobility partnerships, apprenticeship, training or other labour migration schemes.

#### **Strengthen institutional and technical capacity of youth services agencies such as NYSS, NEDI, NYC, and PIA.**

Government will support institutional capacity building of the Ministry of Youth and Sports and its satellite agencies to address youth effectively and efficiently with empowerment and development programmes. This capacity building process will feature capacity gap assessment, trainings, institutional restructuring, and the development of tools, systems, and procedures for the management of human, financial and material resources.

#### **Strengthen existing youth employment and entrepreneurship programmes**

Over the past years, Government has established many youth employment and entrepreneurship programmes under the aegis of the NYSS, NEDI, NYC, PIA and the “Gambia-Songhai Initiative”. In this NDP, Government will continue the implementation of these programmes, while emphasizing “sustainable socio-economic entrepreneurship”, including the development of human skills (e.g. cultural, social, technical, organizational, and economic) and the linking of agriculture, tourism, retail, sports and education to industry and services.

Government will incorporate internships for those who graduate from the skill acquisitions programme so they may ultimately acquire productive employment. Similarly, Government will continue the NEDI Youth Entrepreneurship programme, including youth apprenticeship programmes and the Gambia-Songhai Initiative to enhance youth employment in all sectors. Business development services, micro-loans, Agri-preneurship, will be emphasized in this programme.

The National Youth Service Scheme will initiate its formalized apprenticeship programme as mandated by the NYSS Act. This programme will target out of school youth or those that drop out of primary and informal education. The programme will also promote and implement a national service corps programme targeting new tertiary and university graduates who will be deployed into ministries, departments, and

agencies to volunteer for a year of service as a civic responsibility to the State. This will provide new graduates with an opportunity for hands-on job experience.

Government will also expand the Gambia Songhai Initiative to another four regions of the country namely West Coast, Upper River, Central River and Lower River Regions and this will be managed by the National Youth Service Scheme.

Government will conduct a review of the National Entrepreneurship Action Plan (NEAP) for inclusiveness of youth development and employability while strengthening the entrepreneurship spirit in all spheres of the economy. The youth will be exposed to economic opportunities and capacitated through technical and financial means to be able to participate.

In addition, Government will promote the entrepreneurship policy and action plan, although many projects and programmes have been developed from the entrepreneurship policy, there exists a huge opportunity to develop additional ones. Therefore, government will continue to work with its development partners to facilitate, in a sustainable manner, the entrepreneurship policy and action plan in line with emerging youth challenges and opportunities.

#### **Formulate and implement advocacy programmes and policy dialogue platforms on youth employment and entrepreneurship**

Government acknowledges that youth participation has an important role in decision-making and policy dialogue, and is therefore committed to work not only for, but with youths. However, there is still a long way to go to ensure the active participation of the youths in policy processes. Too often their participation remains token or passive. Seniority is frequently associated with authority, and youths are not expected or allowed to speak out or voice their concerns, let alone have a role in policy development processes. In many developing countries, young women's participation in policy-making is particularly challenging because of traditional beliefs about the suitability of women to hold decision-making positions and the persistence of gender inequalities at household level.

Government will establish policy dialogue forums to give voice to the youth on the Gambia's development agenda and encourage the subsequent formation of thematic platforms to further promote the youth empowerment agenda. Donor institutions will be encouraged to partner with the youth in creating thematic platforms that promote the dialogue on issues important to their development. Interesting initiatives, such as the creation of the Association of Youth Against Irregular Migration are flourishing in The Gambia. This Association is composed of Gambian men that have returned to The Gambia after spending several months in Libya. The hard experiences they have endured has motivated them to speak out to their peers to raise awareness against the perils of irregular migration (taking "the back way"). The Government of The Gambia would support such type of participatory initiatives in which youth act as a role model and a vehicle for behavioural change.

Specifically, multi-sector collaborations will be forged to ensure that youths acquire the right skills to be effective rights holders, while simultaneously creating the environment (as duty bearers) by targeting

rural youths and using local languages in all its consultations. Youth groups will be trained in organizational and financial management so that their governance mechanisms are effective and based on accountability and transparency. Other specialist camps will be held to broaden knowledge on issues such as climate change so that youth can make meaningful contributions in policy making and also make informed decisions.

The policy dialogue and decision-making process will be made gender friendly by targeting female youth with education, confidence building training, with meetings held in nearby locations to reduce travel, and times that do not clash with the household chores of the women. Additional opportunities for youth organizations to network with each other and collaborate to achieve results more effectively will also be provided while also promoting peace building.

As a key complement of the policy dialogue process, the results of the labour management information system among the youth population will be promoted and encouraged. To correct the mismatch between skills possessed by youths and the labour market requirements, effective linkages will be established between the Ministry of Youth and the Ministry of Trade to generate and present the results from the labour market information in a user-friendly format. This information will be disseminated among young people to influence their career and capacity building choices, as well as their contributions to the policy dialogues and subsequent thematic platforms that emerge. Additional opportunities for youth organizations to network with each other and collaborate to achieve results more effectively will also be provided while also promoting peace building. Furthermore, Government will partner with donor institutions to create thematic platforms that promote the dialogue on issues important to youth development. Government will also look at labour migration programs as a possibility for youth to migrate abroad regularly, based on a skills matching scheme with other countries. Providing legal opportunities for youth to study and work abroad is a key alternative to engaging in irregular migration.

To ensure evidence based advocacy, the research skills of the youth will be strengthened to comprehensively capture the voices of the youth, document them and present them to multi stakeholders in a coherent manner while using them as the basis for advocacy. Among others, Government will conduct research on the changing dynamics and needs of the labour market and what actions can be taken to improve youth employment opportunities. Thereafter Advocacy activities would be formulated to address the findings of the research including challenges faced by youth when they are trying to establish themselves in the priority sectors of the economy.

A communication strategy will be developed and implemented to boost effective and efficient promotion of youth empowerment initiatives. Most often, the multiple challenges confronting youth lead to disenfranchisement and frustration, which if not adequately addressed, threaten social cohesion, peace and security of the society. Therefore, with this comprehensive communication strategy, a two-way system will be created that is premised on the enjoyment, protection and respect for fundamental civil, political and socio-economic rights of young people including young women, who experience dire rights-based challenges. Further to this, it will ensure effective management of diversity and divergent

views through the provision of safe spaces for responsible engagement between the rights holders and the duty bearers.

The communication strategy will be anchored on a comprehensive information management system and will also draw reference from the LMIS. It is envisaged that when properly executed, the youth will have information relating to employment opportunities, skills development, civic education, and sports while equally having an organized mode for giving feedback.

### **Establish and operationalize a national youth development fund**

A basket fund will be established to address the access to finance challenge and also support the growth of viable and sustainable SMEs (small and medium enterprises) in the private sector. This fund will be managed by the Ministry of Youth and Sports and all development partners will be encouraged to subscribe to the fund. The youth development fund will harmonize/rationalize financial support, avoid duplication and in essence contribute to aid effectiveness.

In support of this fund, Government will formulate and implement a resource mobilization strategy for youth development, which will additionally feature strategies for increased private sector involvement and participation. The resource mobilization strategy will target local and international partners while maintaining a flexible mode that responds to emerging opportunities and threats. In addition, Government will facilitate access to other complementary mechanisms such as mobile banking, savings and loan schemes, financial adviser/mentors as well as insurance schemes.

### **Formulate and implement entrepreneurship and skills development programmes for person with disabilities, including financing**

Government recognizes the need to integrate and mainstream people with disabilities in all youth and sports initiatives as a means of economic empowerment and financial independence. This way people with disabilities will have their contributions valued, their dignity respected and receive a fair share of the economic growth envisaged. To this end, representative bodies for people with disabilities will be continually engaged in programme formulation, implementation, and monitoring. Specifically, Government recognizes that disability comes in varied forms, and will therefore facilitate the inclusion of youth with disabilities in mainstream economic empowerment initiatives, but also provide targeted support where required to address their specific needs and interests. In partnership with Civil Society Organizations, Government's theory of change for empowering youth with disabilities will be anchored on vocational training, combating stigma and discrimination, financial inclusion and strengthening organizations working to strengthen organizational development for disability support institutions.

### **Expand and revitalize multi- purpose youth friendly service centres across the country**

Government will build or refurbish all multi-purpose youth friendly service centres throughout the country to support opportunities for the youth to develop their physical, social, emotional, and cognitive abilities

and to experience achievement, leadership, leisure friendship and recognition. These centres will serve as the host for engaging youth on sexual and reproductive health issues, alcohol and drug abuse, governance and civic participation, career guidance and counselling as well as other emerging youth challenges and opportunities. The centres will be used for intergenerational mutual learning and collaboration that will provide leadership and mentorship opportunities for the emerging leaders on whose shoulders the modest gains the nation has achieved rest. These centres could also provide information on the risks of irregular migration as well as information on regular alternatives will be provided.

The youth centres will offer organized instructional programmes for physical activities and for academic and arts programmes such as science, crafts and theatre. It will also offer opportunities for unstructured activities such as game playing, socializing, club meetings and outdoor play. All youth centres will have dedicated computer rooms for supervised Internet use. Government will also ensure that the centres are safeguarded against unauthorized access by potentially dangerous persons and are in a healthy environment.

#### **Promote international exchange programs for youth development**

International collaboration at the sub-regional, regional and global levels will constitute a major strategy in this plan. Subsequently, government will initiate and facilitate youth participation in exchange programmes that will: (i) expose them to different environments, thereby learning and sharing best practices; (ii) build youth networks to implement international initiatives; (iii) contribute to the country's resources mobilization efforts and (iv) serve as a major avenue for behavioural change communication by mentors and opinion leaders to the youth who are expected to assume the mantle of leadership in the future.

#### **Promote inclusion of vocational and entrepreneurial skills training to match economic opportunities and the needs of the labour market**

Although well intentioned, the pursuit of youth empowerment and financial independence will remain elusive without the provision of relevant education to the youth population. Government will use multi-sector platforms to provide young people with an education that improves their basic numeracy and literacy, managerial, leadership and business skills, and introduce them to sector specific knowledge such as agriculture, tourism and other sector knowledge. At the basic and secondary education level, young people will be provided with TVET education early on so as to ensure uptake and a structured/formal pursuit within the school system. Opportunities for apprenticeship will also be provided for the youth in collaboration with the private sector. Given that young women's access to training are often restricted by mobility, young motherhood and limited schooling levels, Government will improve chances for women education by enforcing the re-entry education policy, locating schools closer to communities and advocating for the adoption of the baby friendly initiative in work places.

To improve the relevance of the education offered to the youth, Government will connect the University of The Gambia and other major TVET institutions with the communities to additionally broaden knowledge, increase Research and Development dissemination and enhance local problem-solving. Moreover, Government will connect educational institutions with labour market information systems and build strong partnerships with employers to ensure that the TVET trainings respond to labour market needs.

Premised on a revitalized collaboration between the Ministry of Education, Ministry of Youth and Development Partners, the youth will be provided opportunities to attain post graduate education that is closely aligned to community action research. This is on-going within the purview of the higher education Ministry and will be scaled up to include other sectors like tourism and finance.

### **Establish a Youth Enterprise Palace**

Government will seek private partnerships to establish this one stop shop for (i) linking young people with business ideas with mentors/guest experts committed to helping the young innovators convert their dreams into reality; (ii) providing them with Internet access and training to improve their ICT skills; (iii) providing business incubation machines/equipment; (iv) providing concrete advice on how to market their ideas and produce; (v) a market place for displaying and sale of produce; as well as (vi) guidance on how to access venture capital. The business plans developed by teams of youth and mentors will cover a range of sectors, including ICT applications for agriculture.

### ***Outcome 7.2: Physical, mental, social wellbeing, sexual and reproductive health and rights is improved for young people, including persons with disability in the Gambia***

#### **Increase and improve young people's access to quality health services, by working with Government and CSOs to identify alternative ways to reach young people with SRH and Family Planning services**

Good health is cardinal to reducing youth vulnerability and to maximizing human capital investment. To harness the demographic dividend, Government will make strategic investments that would improve health outcomes, especially as it relates to access to sexual and reproductive health and family planning. Government will use multiple means to ensure that the youth have access to a relevant and high quality health care system that responds to their specific health needs, including through partnerships with CSOs on SRH and family planning services. Young people's ability, knowledge and use of health services will also be promoted during the plan period.

#### **Strengthen Government – CSO collaboration to address legal and policy barriers for young people's access to SRH and FP services.**

Government will collaborate with CSOs to seek information on and address legal and policy barriers for young people's access to SRH and FP services, including restrictions based on age and/or marital status.



The search for viable solutions to these barriers will recognize cultural norms and will be undertaken sensitively.

**Promote collaboration between community-based organizations, community leaders, youth groups and the media (traditional and conventional), to reduce stigma and promote universal access to health services:** Social discriminations relating to access to health services will be curbed through advocacy, protection of confidentiality and affordability of services.

*Outcome 7.3: Harmonized rights-based policies and improved coordination of programmes and interventions related to youth and sports*

**Implement National and International conventions and agreements on adolescents and youth and Sports**

This will include the implementation of the recent NAYCONF Resolutions. Government in its bid to be responsive to feedback from stakeholders and in the quest for continued improvement in service delivery will review the resolutions from the recent national youth conference and festival and work with all stakeholders to implement them appropriately.

Similarly, the Banjul + 10 resolutions will be implemented during this period. It is worthy to note that following the African Youth Charter adopted in Banjul in 2006 during the AU Summit of the Heads of State and Governments, a follow-up meeting was held in Banjul in May 2016 to assess the implementation of the Charter, which culminated in the adoption of resolutions.

**Strengthen planning, implementation, monitoring and evaluation of all youth related programmes, for decision making, regulation, results based management of the youth and sports ministry, departments and agencies, community organizations, associations, and facilities.**

Government will also continue to strengthen planning, implementation, monitoring and evaluation of youth related programmes for greater efficiency. During this period, the Planning Directorate will be strengthened with the requisite core staff and also provided with the required systems and tools to plan and monitor development interventions. Monitoring and Evaluation systems will be incorporated in all MDAs and this will be linked to the national statistical system for greater coherence and efficiency.

Other key activities planned under this theme are:

- Formulation and enactment of a National Youth Act and Policy: Government desires a comprehensive Youth Act that will legislate how youth organizations/networks/associations and institutions operate in this country for the advancement of all. During the plan period, the sector will mobilize all stakeholders to develop content for the Act and work with the national assembly to enact it.
- Revision of the National Sports Act and Policy: The National youth policy will be revised to reflect the current dynamics in youth participation in national development and cater for all matters relating to

youth's empowerment and development. This will replace the existing youth policy, which came into effect in 2009.

**Establish regulations for the effective and efficient management of youth and sports organizations, associations, and facilities.**

A regulatory framework will be put in place for the effective and efficient management of youth organizations, associations and facilities. To ensure stakeholder buy-in, all relevant institutions will participate in the formulation. Enforcement mechanisms will also be put in place to ensure compliance.

**Build partnerships and alliances to promote the youth development agenda, at the national and international level.**

The solutions for many of the challenges besetting Gambian youths reside outside the purview of the sector. It is therefore imperative to forge partnerships and alliances to undertake joint planning, programming, implementation, and fund raising Government will do so in this plan and engage at both the local and international levels.

***Outcome 7.4: Sports promoted and competencies developed for effective participation in national and international competitions for sporting excellence and glory***

**Undertake results based management for sporting glory and excellence**

Government will strengthen evidence based planning, implementation, monitoring and evaluation in all youth related programmes for greater efficiency.

Recognizing the significance of funding in the management of sports, a sports development resource mobilization strategy will be formulated and implemented. This will help to meet any funding gaps in Government's mission to ensure excellence in sports. Like all resource mobilization strategies, it will be anchored on mutual benefits, emphasize incentives and recognize/reward support to the sector.

During the period, Government will also develop and implement a sports development communications strategy. This strategy will be formulated through an inclusive and participatory process and is aimed at building partnerships for the development of sports, mobilizing community participation in the sports for health agenda and highlighting the economic opportunities inherent in sports.

**Formulate and implement sports development strategies and private sector participation for sports development**

Key components of this intervention include:

- *Sports academies at regional and national levels:* During the NDP period, Government will work with its partners to set up very effective and functional sports academies at both regional and national levels. While guaranteeing accessibility, this will also ensure that aspiring sports men and women

have the right tutelage at the right time. Government will also regulate these academies to confirm that they adhere to health and safety regulations, environmental regulations, child protection standards, and meet basic standards in terms of facilities, equipment, and instructors.

- *Summer youth and sports camp in both national and international levels:* Youth and Sports Summer camps will continue to be conducted annually, where youths will be exposed in an intensive mode of sports training, training on the rules of sports, leadership, ethics in sports and other topical issues like irregular migration, culture and religion. These youth camps will continue to serve as one of the major avenues for behavioural change communication from mentors, opinion leaders to the youth who are expected to assume the mantle of leadership in the future.
- *Strengthen existing sports facilities and build new ones where necessary:* During the implementation period of the NDP, Government through the Ministry of Youth and Sports will collaborate with its partners to strengthen existing sports facilities and construct new ones in areas without any. These facilities will be used for social good, but will also generate income to ensure financial viability. Government will forge collaborative structures to allow the youth negotiate and encourage the MOLGL, LGAs and Estate developers for adequate allocation of reserve lands for sport.
- *Multi-purpose indoor sports facilities in at least four regions:* The Government of The Gambia will during the period of the NDP construct multi-purpose indoor sports facilities in at least four of the seven regions of the country.
- *Inter-schools' multi-sports competitions will be conducted in different regions of the country.* These events will serve as a breeding ground for new talent, and will be given priority within the school system. These events will culminate in a National Sports Conference and competition week, which will bring together all sports (men and women) who will compete for national recognition and will also provide the platform for stakeholders to map out the way forward for Gambian sports. It will further serve as the basis for the country's participation in international sporting events.

### **Harness partnerships and cooperation at national and international levels**

International collaboration at the sub-regional, regional and global levels will constitute a major strategy in this plan. Subsequently, government will initiate and participate in exchange programmes that will expose the youth to different environments thereby learning and sharing best practices; build youth networks to implement international initiatives; and contribute to the country's resources mobilization efforts.

During the period, the Ministry of Youth and Sports will also collaborate with the University of The Gambia (UTG) through the Ministry of Higher Education, Research, Science and Technology in order to set up a Department of Sports at the UTG. This will address the dearth of physical education teachers and specialized sports instructors in the country. Government will aspire to attain an acceptable qualified sports teacher to student ratio. In the same vein, a determined effort will be undertaken to institutionalize physical education/sports periods in schools. Among other benefits, this is one of the most appropriate means to scout and nurture young talents in order to achieve excellence and glory in sports. Complimenting this is the quest for healthy life styles, which will be a requirement for all school going

youth. Partnerships will also be forged with municipal councils to pursue the sports for health national agenda.

## 2.9 Making the private sector and trade the engine of growth, transformation, and job creation



Gambia's private sector is small and is seriously constrained by an inadequate policy environment, high taxes and lack of infrastructure and access to finance. As the country seeks to transition from a predominantly agriculture based economy to that of a modern one linked to global markets and value chains with the private sector as the engine of growth and transformation, significant policy reform will need to be made.

The National Development Plan goal for private sector development is to: have a private sector led growth through modernized manufacturing, industrialization, improved trade and services.

Table 2.14: Key Expected Results for Private Sector Development and Trade

Results Area	Key Expected Results
<i>Legislation, Policies, and Regulations</i>	<ul style="list-style-type: none"> <li>● An updated National Employment Policy and Action Plan (NEAP)</li> <li>● A revised Labour Act and regulation</li> <li>● Increase the number of updates in the Labour Market Information System from 0 to 8</li> </ul>
<i>Trade Facilitation, Investments, and Private Sector Development</i>	<ul style="list-style-type: none"> <li>● Increase total exports as a percentage of GDP from 9.4% (2015) to 17%</li> <li>● Increase the area of land utilized out of the total land reserved for investment from 4.4 to 164 Hectares</li> <li>● Increase Foreign Direct Investment (FDI) as a percentage of GDP from 2.4% (2014) to 5%</li> <li>● Increase the number of regions with reserved land for investment from 1 region to 6 regions</li> <li>● Increase the proportion of MSME's contribution to employment from 62% (MSME mapping 2013) to 75%</li> <li>● Increase the MSME contribution to GDP from 20% to 30%</li> <li>● Increase the manufacturing contribution to GDP from 5% (2016) to 7%</li> </ul>
<i>Employment</i>	<ul style="list-style-type: none"> <li>● Decrease the Unemployment rate disaggregated by (male/female/disability) from 29% (2012) to 20%</li> <li>● Decrease youth unemployment (male/female/disability) from 38% (2012) to 30%</li> </ul>

<i>Quality Infrastructure</i>	<ul style="list-style-type: none"> <li>● Increase the number of standards published from 33 to 400 standards</li> <li>● Increase the number of accredited testing laboratories established from 0 to 4</li> <li>● Existence of certification service for products and management system established</li> <li>● Existence of an accredited national calibration laboratory</li> </ul>
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To achieve this goal, 5 outcomes (outcomes 8.1 – 8.5) are planned; the key related interventions are presented below

***Outcome 8.1: Upgraded Policies, Laws, and Regulations, for Efficient Functioning of the Labour Market***

**Strengthen labour administration through review and implementation of the Labour Act and the Trade Union Act and regulations**

The National Employment Policy and Action Plan (NEP&NEAP2010-2014) identified investment in labour intensive technologies as a viable option to creating employment in the Gambia. The NEAP established the Gambia Priority Employment programme to promote employment creation for youth in the labour Intensive sectors. However more measures are required to support labour intensive activities for employment creation.

Government in partnership with the private sector and trade unions will pursue strategies to revise the 2007 National Labour Act and an updated Employment Policy with special focus on reducing rates of unemployment and under-employment; promoting a well-educated, trained, skilled, versatile, self-reliant and enterprising labour force; pursuing poverty reduction policies through labour intensive programs consistent with improvement of the labour environment; and strengthening the existing labour administrative system with a target of eight (8) updates for the Labour Market Information System (LMIS). This will lead to the promotion of decent work, worker participation in decision-making and an efficient industrial conflict resolution mechanism in the labour market.

***Outcome 8.2: Promoted and Facilitated Trade, Investment, and Private Sector Development***

**Diversify local production by introducing high value products such as findi, moringa, sesame, honey, cashew and horticulture for both export and the domestic market**

The Gambia’s traditional export products are groundnut, fish, and fisheries products. Private sector investment in diversifying export products is critical to enhancing export market access. The challenges in addressing trade development and promotion require a transformational approach. Agricultural export is still constrained by limited export products, which is having negative consequences on the balance of payment and poverty reduction efforts by Government. Currently total exports as a percentage of GDP are 9.4 per cent (GBoS, 2015). To address the challenge of product diversification, government will develop strategies and collaborate with development partners and through Public Private Partnership

(PPP) to promote the export of other priority products such as sesame, findi, moringa and cashew. The target for trade facilitation, promotion and investment is to increase the total export as a percentage of GDP to 13 per cent by 2021. To promote the consumption of domestic products, Government will also develop strategies to encourage domestic consumption especially those anchored on backward linkages to tourism.

### **Create market linkages focusing on advocacy the quality infrastructure and hard infrastructure for agricultural products**

Based on the country's trade realities, multi-sector strategies will be adopted to ensure that producers of goods and services are linked to market outlets in an effective manner and at least cost of doing business. To ensure that trade infrastructures benefits other sectors of the economy the following measures are envisaged

- a) Improve road infrastructure network including feeder roads linking production areas and markets and drastically reduce the number of checkpoints;
- b) Revitalize the river transportation system by encouraging private sector investment in support of re-export and the movement of goods into the hinterland and ultimately into neighbouring countries;
- c) Encourage the reform of the Banjul Sea Port – to ensure its competitiveness. The authorities recognize this and have included in the NES the provision to “strengthen the position of the Port of Banjul as a gateway to the region by improving the port-handling services and expanding the port’s infrastructure”. A possible solution to balance the need to upgrade port infrastructure and control public expenditures is to rely on private participation in port infrastructure (PPI).
- d) Improve Air Transportation to aid horticultural export and in support of the free zones initiative which has light manufacturing facilities, as well as cargo storage and handling facilities at the Banjul International Airport. The free-zone will be promoted to investors in addition to investments promotion for refrigerated transportation trucks;
- e) Enhance the facilities and harmonize border inspection posts and SPS procedures at the customs entry points, including air and seaports.
- f) Capacity building for producers engaged in the export of products in quality and standards. Government will exploit preferential trade treaties, increase compliance with SPS agreements, and expand trade opportunities for agricultural produce. The country is currently not taking full advantage of the preferential treatment guaranteed by international agreements. The plan will also raise awareness about SPS requirements and improve linkages to testing facilities such as the NARI laboratory, testing for aflatoxin in groundnuts, or the Fisheries laboratory used for microbiology testing of fish.
- g) Strengthen coordination of smallholder farmers for commercialization. This means access will be improved for farmers to take advantage of local high-end markets.

- h) Upgrade storage and marketing infrastructure in line with good food safety management practices

### **Enhance capacity for custom clearance and establishment of Single Window Custom Clearance system.**

The business environment is confronted with numerous challenges including the clearance of goods in more efficient and timely manner. The introduction of the current ASYCUDA ++ while helpful has not completely resolved the challenges. Government will therefore develop strategies to upgrade ASYCUDA++ to ASYCUDA world and expand its coverage to all the major customs posts. Government will also strengthen economic relations with neighbours to improve compliance with the ECOWAS principles and harmonize the GAINDE and ASYCUDA++ systems. The Government will also put in place the necessary policy and legal framework for common border procedures and documentation and build the technical capacity of the Trade Facilitation Committee, customs officials and clearing agents with the needed resources to carry out trade facilitation activities effectively.

Government will invest in the necessary ICT infrastructure to streamline customs & trade documentation procedures with the objective of achieving in the medium to long term a single window custom clearance system. The single window will provide a one-stop shop for Customs cargo clearing; cargo forwarding; trans-shipment; transit trade and haulage and better organization of trucking & haulage services for the Re-export Trade. Government will also develop projects/programmes for implementation of Gambia's Trade Facilitation Agreement especially Category C commitments.

### **Diversify service export and strengthen Trade in Services data management**

Trade in services is a key driver of growth and development, and constitutes a major source of export earnings, and employment generation. Therefore, the Gambia will leverage on the World Trade Organization (WTO) service waiver for Least Developed Countries (LDCs) to export other services like sport, consultancy, and the performance arts.

Given that The Gambia cannot optimize the full potential in the service sector because of limited capacity in trade and service data collection, Government will make optimal use of existing aid-for-trade channels such as the Enhanced Integrated Framework (EIF) and the technical assistance and capacity building work of relevant international institutions to establish data management system for enhanced trade in service data collection and analysis.

### **Improve Trade and Investment Negotiations.**

Government will build the capacity of its Permanent Mission in Geneva on Trade and Investment negotiations. It is envisaged that subsequently, the country will effectively and actively participate in bilateral, regional, and multilateral trade negotiations.

### **Enhance Consumer Welfare through Competitive markets**

Government recognizes that consumer welfare is multi-dimensional and its progress requires multi stakeholder engagements. Consequently, government will remove entry barriers in essential commodities market (Rice and Sugar) in keeping with The Gambia Competition and Consumer Protection Commission's (GCCPC) findings, which concluded that these markets are non-competitive with high entry barriers resulting to hardship for vulnerable communities. The plan will support the effective functioning of the Consumer Protection Tribunals by establishing and building the capacities of three tribunals in WCR, NBR and URR by the end of 2021. This would enable consumers in these regions to seek appropriate redress from consumer rights violation.

Sensitization and capacity building on consumer protection and competition issues will be undertaken. GCCPC will therefore develop strategies to mainstream competition and consumer protection issues into government policies through series of training programs for Ministries, Departments and Agencies/Authorities (MDAs), the private sector, CSOs and National Assembly members. The commission will also conduct market inquiries into key sectors and advise Government on competition and consumer related issues.

### **Strengthen Weights and Measures Bureau**

Accuracy in the measurement of tradable goods is critical in ensuring maximum protection of consumer rights. The Weights and Measures Bureau continues to face capacity problems, which are affecting the effective administration of their core function. To ensure effective functioning of the bureau, government will build the human and institutional capacity of the bureau by providing a legal metrology laboratory, and standard calibration equipment and mobility. The bureau will also strengthen its regional offices. Government will also provide training programmes for the bureau and support the building of the bureau's headquarters.

### **Develop the J22 Park**

Government has developed an 8.8 hectares industrial park out of a total land area of 168 hectares situated at Banjul International Airport, to accelerate development and the country's export performance. The park is designed to provide entrepreneurs and external outreach and economies of scale, so that their competition power and productivity is augmented, while decreasing costs and improving quality of products. Gambia Investment and Export Promotion Agency (GIEPA) in partnership with the private sector will implement strategies to enhance the utilization and development of the park.

### **Improve the implementation of Regional programmes**

Government is committed to the full implementation of the regional integration programmes both under ECOWAS and the African Union. The goal is to ensure the creation of a single economic space to help



increase trade, stimulate economic growth, attract foreign direct investment, and enable domestic producers to build up their capacity. To achieve this, Government will continue to monitor the implementation of ECOWAS programmes. These include among others, the ECOWAS Trade Liberalization Scheme (ETLS), the Inter-State Road Transit Scheme (ISRT), the Common External Tariff (CET), and the ECOWAS Protocol on the Community Levy. As well, there is the ECOWAS Free Movement Protocol, the ECOWAS Trans Africa road project and the ECOWAS Energy Expansion Project. Government will also support the operation and construction of the Head Office of ECOWAS Regional Competition Authority.

Government will also put in place strategies to complete the ratification and domestication of regional protocols of ECOWAS, AU, and OIC and conduct sensitization programmes on the regional protocols and undertake trade and investment missions for effective implementation of regional integration programmes.

### **Improve access to finance**

Government will nurture the development of the private sector by improving access to low cost financing and ensure that the private sector acts as a catalyst for sustainable and inclusive economic growth and development. It will collaborate with the private sector in the implementation of its medium and long-term development objectives through private public partnerships (PPPs), especially in priority areas, such as agriculture, tourism, telecommunications, infrastructure and manufacturing. By seeking increased financing by private sector investors, as well as remittances from the Diaspora, Government intends to trigger a perception change of the country and thereby its credit rating and ability to attract more investors. To ensure a lower cost of borrowing and private sector access to finance, government will continue to promote prudent fiscal policy, encourage investment in mortgages, development, agriculture, and investment banks, deepen and broaden the financial sector and facilitate the creation of a Capital Market along with a regulatory body.

### **Tax reforms**

The tax system is another problematic area for the private sector in The Gambia. Currently, the existences of numerous taxes (government, local and municipal taxes) are a disincentive for growth of small businesses in both formal and informal sector. The absence of predictability and clarity of tax policies have also affected the conduciveness of the business environment. Government will therefore pursue macro-economic reform measures to reduce the tax rates especially corporate and income tax, stream line and broaden the tax base of the economy through formalizing of the informal sector, eliminate the “nuisance” taxes as much as possible, and simplify the tax system to adopt less burdensome procedures and thus ensure higher levels of compliance.

### **Revive the National Economic Council**

A multi-stakeholder platform for continuous dialogue between Government, private sector, as well as other stakeholders is also critical for the establishment of a conducive investment environment. The

Gambia Chamber of Commerce and Industry (GCCI) is the private sector representation in the public forum. Government will thus support the functionality of the National Economic Council (NEC) by providing technical and financial resources. Government will also partner with GCCI and other stakeholders on capacity building for public private dialogue. Government will continue to conduct the National Economic Summit, which is a platform for open and frank dialogue between government and private sector and for information sharing. Government will institutionalize the NEC as an annual event. Allied to this will be a tripartite Foreign Affairs-Trade-GCCI partnership platform that is aimed at positioning commercial representatives in key foreign-based export markets. This will have positive effects on the trading possibilities of The Gambia's producers of goods and services.

### **Conduct and implement investment policy reform**

Through policy reforms and other catalytic arrangements, Government will continue to provide incentives to encourage private sector investments in priority areas of agriculture, tourism, other services, and industry. The reform will also include the decentralization of the Single Window Business Registration to facilitate the formalization of businesses in all regions.

The quality of investment policy directly influences the decisions of all investors, be it small or large, domestic or foreign. Transparency, protection from expropriation and non-discrimination are investment policy principles that underpin efforts to create a sound investment environment for all.

Transparent information on how government implements and changes rules and regulations dealing with investment are critical determinants in any investment decision. Transparency and predictability are especially important for small and medium sized enterprises that tend to face challenges to enter the formal economy. A clear and coherent policy framework for investment is critical. Government will formulate an investment policy that will guarantee a transparent and predictable investment environment, as well as strengthen GIEPA to provide and administer investment incentives. The implementation of the IPR would be based on the following dimensions: (i) Strengthen the national and international legal framework for FDI to nurture openness, transparency, and predictability; (ii) Foster an environment that is conducive to business operations; (iii) Promote investment in priority sectors; and (iv) Build institutional capacities for investment promotion.

### **Promote "The Gambia" Brand and Undertake Inward/Outreach mission**

The importance of a compelling and unifying brand cannot be overemphasized. Government therefore set up a committee to spearhead the development of a strong country master brand that will promote investment, commerce and tourism. This committee formed a Brand Council, which comprise experts from both government and private sector whose task is to build a new country master brand that will serve as a Unique Selling Point (USP) for The Gambia. The new country brand was launched in July 2016 and has since been dormant largely due to lack of funds. The Brand seeks to make The Gambia the preferred destination for investors looking for high-growth opportunities in West Africa and for tourists interested in accessible, friendly African experiences. Currently the Foreign Direct Investment (FDI) as a

percentage of GDP stands at 2.4 per cent (GBoS, 2014). By 2021, the target is to increase FDI to 5 per cent of GDP. The birth of new Gambia ushers in new impetus for economic progress, which cannot be done without building a strong country brand.

In addition, the plan provides for a series of in market promotional events organized with the relevant Gambian Embassy or Consulate. These will have the benefit of building on the existing presence of Gambian officials in key markets. As the GIEPA team develops experience and a track record in the organization and follow up action on these events it will be possible to add additional dimensions. This would include, for example, the involvement of members of The Gambian Diaspora as ambassadors for Invest in The Gambia and facilitators of inward investment. Such initiatives have already been piloted through the 'Gambia House Model' under the MSDG Project and are recommended for the latter end of this planning period as they require significant groundwork and must be built on a foundation, which provides benefits for both the country and the Diaspora. At the national level, the Diaspora will also be engaged to promote the export of Gambian products.

### **Improve access to land for investments**

The State Land Act of 1991 provides a legal basis to improve and rationalize the land tenure system by the replacement of the customary tenure with a long term (99 year) leasehold system in designated (specified) areas of the country. To curb the delay associated with leasing and title deeds, Government will establish a Land Commission and build the capacity of land management institutions to simplify the process of leasing and land allocation to make investment much easier and cheaper. Moreover, to encourage FDI and rein in the complicated land tenure system, government would establish industrial parks, zones and clusters across all regions that would attract investment through easy access to land.

### **Reposition GIEPA**

Gambia Investment and Export Promotion Agency (GIEPA), has been mandated by government to perform key functions of Investment Facilitation and Promotion, Export Development and Promotion and support to Micro Small and Medium Enterprises (MSMEs) and Policy Advocacy services.

As an investment agency responsible for the branding of the Gambia for in-ward and out-ward bound investments, there should be a deliberate strategy for the visibility of the agency's programs and activities. Externally, GIEPA has only imprinted on very few markets like the Nigeria, Ghana, Senegal, Turkey, UK, US and some Asian markets. A lot more needs to be done to make GIEPA a household name within and outside The Gambia.

The new GIEPA Act and other instruments available to GIEPA will be used to organize aggressive campaigns both locally and internationally to make GIEPA easily accessible. The advocacy role of GIEPA will also be heightened to make all policies relevant and responsive to the needs of the clientele.

### ***Outcome 8.3: MSME and Industrial Growth Enhanced***

#### **Review and implement the MSME policy and action plan**

The MSME sub sector is key to economic growth in the country. The proportion of MSMEs contribution to employment in urban Gambia is 62 per cent (MSME mapping, 2013) and is targeted at 75 per cent nationwide by 2021. In addition to advocating for overcoming the challenges of energy, tax and financing, Government will facilitate linkages between MSMEs, large-scale enterprises, financial institutions, and insurance companies. Capacity building and the provision of basic infrastructure will also be promoted during the plan period especially relating to priority sectors. The target is to increase MSMEs contribution to GDP by 30 per cent.

#### **Implement the updated Industrial policy and action plan**

The long-term aspiration is to increase the industrial sector's contribution to the GDP from 11 per cent to 20 per cent by 2021. However, the level of industrialization of the Gambian economy is low, as indicated by its Manufacturing Value Added (MVA) per capita, which has almost stagnated at about US\$16 since 1995 (UNIDO, 2010).

The current industrial policy was prepared in 1996 and is out dated. Ministry of Trade Industry and Employment (MoTIE), with support from ECOWAS, has initiated the review and update of the 1996 industrial policy that supports a private sector-led growth geared towards an aggressive export-led strategy. The new industrial policy would embrace continuous change in technology as a basis for reducing unit cost of production and increasing productivity. Its focus will be to expand productive employment and expand technological capacity in the manufacturing sector, promote agro-based industrial development and exports, promote the growth and development of MSMEs and promote linkages between agriculture and industry.

In addition to getting the production quantities (consistency of supplies) and quality right, Government will put in place the required national quality infrastructure to facilitate collaboration among stakeholders and enhance standards and quality operations of budding agro-food processors. Priority will be given to facilitating technology transfer, the encouragement of adaptive research in production and post-harvest handling technologies, and accelerated training and development of human resources to man the agro-industrial operations. The Ministry of Trade will work closely with the Ministry of Agriculture and the private sector to strengthen Agro-industry and value addition.

#### **Implement the Entrepreneurship Policy and Action Plan.**

Given that the policy, regulatory and institutional environment in The Gambia has so far not addressed entrepreneurship in a systemic way, Government will ensure the effective implementation of the National entrepreneurship policy focusing on youth entrepreneurs and persons with disabilities in various sectors of the economy. The private sector will therefore benefit from a strategy for growing businesses through

various institutional support and arrangements that are based on enterprise sizes and turnover and which aim to facilitate progression from one enterprise category to another, for example, from micro to small and ultimately medium size enterprises. This would expand the size of the private sector and with it the catalytic effects of increased production, relevance, and revenue generation for public financing.

In the drive to commercialize agriculture in The Gambia, emphasis will be placed on the “agripreneurs” agenda which aims at empowering the youth through skills training and the provision of financing, start-up capital (grants/loan) for agricultural enterprise development. Additionally, the Plan will ensure that the country’s youth play an appropriate role in on-going regional initiatives geared towards youth employment in the agricultural sector, such as the AfDB-IITA-AGRA programme, Empowering Novel Agribusiness-Led Employment for Youth (ENABLE Youth), the African Agribusiness Incubation Network (AAIN) and FAO’s YES Africa. Allied to this strategy is the engagement of the youth through SME clusters or business incubators in furtherance of youth economic empowerment and participation in national development.

#### **Strengthen Industry development and value addition (incubators and clusters)**

Government’s strategic focus is to revitalize the cotton ginnery, the Kuntaur rice mill and the agro-oil mills, feed mills, continue to support and protect existing industries while promoting agricultural value added, production of inputs, poultry (hatchery), farm machinery and packaging. The private sector will be supported to exploit these opportunities during the plan period through appropriate incentives and the creation of the enabling environment.

A cluster-based approach to fostering MSMEs is a timely development that is complementary to a broader range of actions already taking place. Government will develop industrial clusters, or geographical concentration of firms and ancillary units engaged in the same sector, to generate various advantages for small firms, from agglomeration economies to joint action benefits. This approach is also intended to facilitate economies of scale in terms of the deployment of resources and sustainable and synergistic results in MSME development in the medium to long term. The growing evidence on small firm clusters in developing countries competing in local and global markets will continue to generate enthusiasm for promoting clusters.

#### **Develop the Manufacturing Sub Sector**

The Manufacturing sector contributes 4-5 per cent of GDP. However, the sub sector’s contribution to GDP continues to decline over time. The strategy for the manufacturing subsector is to build on the small domestic base to encourage companies to supply Gambian and regional markets, and subsequently develop products which can be exported to the EU and other markets taking advantage of the preferential schemes offered.

Private sector opportunities for manufacturing exist in many areas including farm inputs (fertilizer, etc.) and implements, food and drink processing, packaging, plastics for consumer market and construction

industry, basic electronic assembling, light pharmaceutical manufacturing, cosmetics production, and stainless-steel fabrication. A well-developed manufacturing sub-sector is expected to increase its contribution to GDP from a baseline of 5 per cent in 2016 to 7 per cent by 2021.

### **Strengthen Research and Development**

One of the critical challenges affecting the industrialization process is the lack of technological innovation. Research and Development in agro-industry is also not well developed and public-private partnerships in this domain are very limited due to lack of resources. Unless appropriate steps are taken these industries, which are vital for The Gambian economy, may be dominated by international competition. Priority will be given to technology transfer, the encouragement of adaptive research in production and process technologies, and accelerated training and development of human resources. Among the measures to be considered by Government, is “Return of Qualified National” programs to enable expert qualified Gambians to temporarily come back to share their knowledge as a way to contribute to the development of their R&D sectors. Flexible investment policies that attract big multinational companies to establish R&D centres in the Gambia will be pursued. These corporations could work with higher education and research institutions in the country to strengthen R&D that would support growth and development of agro-industry, light manufacturing as well as ITC, which are all priority areas of the government.

### ***Outcome 8.4: Enhanced skills for employment and employability***

#### **Review and Implement NEP and NEAP for inclusiveness of youth development and employability through skills development initiatives and training programmes**

A survey by the National Accreditation and Quality Assurance Authority (NAQAA 2014), to establish the contribution of Technical, Vocational Education and Entrepreneurship Training (TVET) to employment creation in the Gambia, highlighted that the number of persons receiving skills training is low. It also emphasized the limited access and uneven distribution of formal TVET institutions in The Gambia. Government will therefore develop and implement skill-training programmes to build the skill requirement for youth, women and persons with disabilities to enhance their employability. According to the Labour Force Survey (2012), youth unemployment is at 38 per cent and strategies are in place to reduce the rate to 30 per cent by 2021. Government will work with partner institutions to encourage the development of labour intensive technologies that promote employment roll out training programs, including the Songhai Initiative Model. This will help in achieving the target to reduce unemployment by 9 per cent in 2021.

## *Outcome 8.5: The National Quality Infrastructure Improved*

### **Implement the National Standardization strategy and relevant standards**

To overcome quality related challenges and ensure that the national quality infrastructure is functional, Government will prioritize the implementation of the Quality Policy for The Gambia 2014. Government has developed a three-year National Standardization Strategy (2018 – 2020) to develop and publish standards in priority areas. TGSB has published 100 National Standards in food and electro-technology among others. During the planned period, the bureau aims to publish 400 standards in priority areas by 2021. Government will also promote and build capacity for the implementation of relevant national standards at the private and public-sector level, as well as create the requisite awareness.

### **Setup and develop the national Certification Services**

There are currently no national activities for system or product certification and the requirement to demonstrate evidence of compliance with standards is lacking. Government will ensure that TGSB (The Gambia Standards Bureau) develops a national Certification Service with the required human and technical resources including suitably certified Auditors for Management Systems and Product Certifications.

### **Strengthen the National Metrology System**

Establishing a common metrological framework is one of the building blocks of the quality infrastructure. Government created the national metrology system through the establishment of a National Metrology Laboratory under TGSB. During the plan period and to enable The Gambia fulfil international traceability requirements, additional metrology equipment would be acquired, relevant training provided and National Metrology Laboratory will seek ISO 17025 accreditation. This will support the development of a technically competent national calibration system that will have the capacity to diffuse measurement standards in industry, public sector, SMEs and the markets. This will also provide for the calibration service needs for the certification of enterprises and service providers to ISO 9001, ISO 14001 or ISO 22000 as well as the accreditation of testing laboratories and inspection bodies.

### **Setup testing laboratories for construction materials, electrical and solar products for safety and Quality**

Currently, testing facilities for construction materials, electrical and solar products are absent. Given that the Government is committed to meet its infrastructure and energy needs, there is a concomitant need to check the safety and quality of the above-mentioned products to ensure the safety and health of its citizens, prevent dumping of sub-standard products, and ensure value-for-money of public procurement. Government will launch these initiatives by supporting TGSB to establish three (3) testing facilities in construction materials, electrical and solar products by 2021. Also in achieving this target, the private sector will be encouraged to participate in this initiative through PPP arrangements.

### **Establish and operationalize a National Accreditation Focal Point**

The technical competency of laboratories, inspection agencies and certification bodies is of paramount importance if inspection reports, test reports and certificates from The Gambia are to be recognized in the export markets as well as by regulatory agencies locally. The Gambia does not have a national accreditation body and hence accreditation remains one of the most serious challenges for The Gambia to get its inspection, testing and certification accepted internationally. Government will put in place and make operational an Accreditation Focal Point to facilitate the access to accreditation services and create awareness on accreditation.



## Chapter 3: Critical Enablers

### 3.1 Introduction

Chapter 3 presents the seven (7) critical enablers of the National Development Plan, namely: strengthening public institutions; empowering the Gambian woman; enhancing the role of the Gambian Diaspora in national development; environment, natural resources, climate change and land use planning and management; strengthening civil society and non-state actors; ICT and data for development.

These enablers constitute the foundational and cross-cutting themes that contribute directly towards achieving the overall goal of the National Development Plan, which is to ***deliver good governance and accountability, social cohesion, and national reconciliation, and a revitalized and transformed economy for the well-being of all Gambians***. By their linkages with the strategic priorities outlined in chapter 2, they also contribute indirectly towards the overall goal of the National Development Plan.

For instances, strong public institutions are critical for the macro-economic stabilization and economic management and governance reforms outcomes to be attained, the service delivery outcomes in education and health sector to be achieved, and poverty reduced through a revitalized agriculture sector. Similarly, the empowerment of women, if embedded within all the strategic priorities of the plan, will result in multiplier effects with wide-ranging impacts across all sectors. And finally, across the board the need for sound data to drive evidence-based policy and programming is uniformly required for all the strategic priorities and across all sectors.

#### **Box 3.1: NDP Critical Enablers**

1. A public sector that is efficient and responsive to the citizenry
2. Empowering the Gambian Woman to realize her full potential
3. Enhancing the role of the Gambian Diaspora in national development
4. Promoting environmental sustainability, climate resilient communities and appropriate land use
5. Making The Gambia a Digital Nation and creating a modern information society
6. A civil society that is engaged and is a valued partner in national development
7. Strengthening evidence-based policy, planning and decision-making

Below, is a detailed outline of the specific goals, outcomes, and key interventions for each of the critical enablers.

## 3.2 A public sector that is efficient and responsive to the citizenry



The Gambia's public institutions have been degraded due to years of poor management and political interference. The quality and quantity of the public sector's physical, financial, and human resources have been depleted by years of mismanagement and neglect. The multiplicity of ministries, agencies, departments, and functions has led to a bloated civil service characterized by poor coordination, inadequate synergies, and duplication of interventions. Lack of performance management systems, inadequate programming capacity and generally low pay and pension scales has led to low productivity.

The new government's bold reform agenda will require strong public institutions and civil service reform and is therefore a key priority. The goal of civil service reform is: ***efficient and responsive public-sector institutions*** and in this context, one outcome is provided for in this plan (Outcome 9.1) and it is aimed at improving performance through an appropriate incentive structure and improving the management of the public service.

The implementation of all four interventions (further elaborated on below) that are to be undertaken for the attainment of Outcome 9.1 will begin within the first two years of the plan period.

Table 3.1: Key Expected Results for Strengthening Public Institutions

- Increase change in salaries and pensions payments as % of GDP from 0% to 5%
- Increase the number of MDAs inspected (staff inspection exercises) from 0 to 18 (covering all ministries)
- Increase the number of staff audit exercises from 0 to 3
- Existence of a Pay and Pensions Policy

### ***Outcome 9.1: Appropriately remunerated, motivated, and well managed public service***

#### **Staff audit and inspection exercise**

To achieve optimal organization and staffing of the Civil Service, a staff audit exercise will be conducted leading to the elimination of ghost workers from the payroll of Government. This will in turn, bring about much needed fiscal savings for Government. A staff inspection exercise will also ensure that Government gets its value for money, by having the right and qualified people occupying the right positions, as per their academic/professional qualifications and work experience. This will have a positive effect on effective and improved service delivery.

### **Mapping processes and establishment of HRMIS and integration into the IFMIS**

To facilitate the management of organizational and staffing issues in the Civil Service, a Human Resources Management Information System (HRMIS) will be established and integrated into the IFMIS. This will avail timely information on the status of staffing in the public service; enable efficient payroll administration; and enable timely and effective decisions on recruitment, deployment, etc. This exercise will involve mapping out all processes in the management of personnel; customizing the IFMIS to factor all HR processes in Government; selecting a few MDAs to install advanced modules of the HRMIS, before rolling out the HRMIS to all other MDAs.

### **Pay and pensions reform**

Remuneration systems will be strengthened in order to attract professional and skilled staff, reduce attritions in the Civil Service and motivate employees. This would be done by reviewing, developing and implementing affordable and sustainable short to long-term policies, strategies and modalities for enhancing civil service remuneration and incentives. As such, pay provided to civil servants must be decent and competitive, and allowances rationalized, to ensure harmony, equity and fairness in pay across jobs and grades in the Civil Service. In the area on pension reform, there is a need to strengthen pension systems (through the timely provision of decent retirement benefits and pensions to retirees), to retain qualified and experienced civil servants, as well as reduce attritions at the managerial and technical levels in the Civil Service. The review of the Pension Act and development of a new Pension Policy will be undertaken.

### **Performance management systems and processes**

To enhance discipline, performance and accountability of civil servants, it is vital to inculcate and nurture a performance management culture in the civil service. Where promotions and career growth is directly linked to performance, this will have a significant bearing on improved service delivery at the individual and MDA level. A Performance Management System (PMS) will be developed and implemented around current planning, budgeting and staff appraisal systems.

## **3.3 Empowering the Gambian Woman to realize her full potential**



Gambia has made significant strides with respect to the empowerment of women. For example, notable is Gross Enrolment Ratio (GER) for girls, Net Enrolment Ratio (NER) for girls, protection of women against violence, ban on FGM, female representation at the National Assembly, Speaker of the National Assembly and successfully litigated cases by the female lawyers' association that resulted in two landmark decisions on the enforcement of the Women's Act's provision on the equitable sharing of joint property (CCA 2015).

In Gambian society, patriarchy dominates, and excludes women and girls from actively participating in certain sectors and at certain levels of the development process of the country. Women's low control or ownership of the factors of production in agriculture especially land and finances /credit is also cause for concern and this is despite their predominant role in farming and other economic activities.

The goal is to: ***promote gender equity, equality and empowerment of women and girls for sustained socio-economic development.*** Three outcomes (outcomes 10.1 – 10.3) have been identified to achieve this goal.

Table 3.2: Key expected Results for Women's Empowerment

- Increase the number of gender mainstreamed sector policies from 4 to 16
- Decrease proportion of female headed households below the poverty line from 24.6% to 22%
- Existence of an enterprise development fund
- Increase proportion of seats held by women in national parliaments from 10% to at least 30%
- Increase the proportion of women holding ministerial positions from 21% to 30%
- Decrease the proportion of girls and women aged 15-49 who have undergone FGM/C from 76.3% to 50%
- Decrease the proportion of women who are subjected to physical violence from 40.9% to 10%
- Existence of a centre for survivors of domestic violence

### ***Outcome 10.1: Enhanced Women's Economic Empowerment and Sustainable Livelihoods***

#### **Gender mainstreaming**

The integration of Gender analysis in sector policies and programmes is a significant milestone in ensuring sound design and programme implementation. The Office of the Vice President, in collaboration with key stakeholders, will ensure the mainstreaming of gender in all sector policies, programmes and projects. Periodic assessment of sector policies will be undertaken and institutionalization of Gender Management System (Gender Focal Point Network, Gender Parliamentary Caucus, Cabinet Gender Committee, Technical Gender Committee, Gender Responsive Budgeting, and the Gender Equity Seal) will be pursued. Furthermore, OVP and MoWA will work to ensure coherence between the agricultural and trade policies to promote and protect women agricultural producers, as well as advocate for women to access, control, and own land through reviewing the Customary Law on land tenure system. Under the plan a full-fledged Ministry of Women Affairs will be established to ensure sustained momentum on enhancing women's political and economic rights.

#### **Capacity Development of Women Entrepreneurs**

The Ministry of Women's Affairs will focus on enhancing women economic empowerment through capacity development of women entrepreneurs who form most of the informal sector of the economy. Training of Women Groups in sustainable livelihood skills, entrepreneurship and group management will

be conducted across the country during the implementation of the plan. Labour saving devices will be provided for women to reduce drudgery and work load.

### **Women Entrepreneurship Fund**

A National Entrepreneurship Fund for women will be established and financed by Government and donor partners. This will ensure that women SMEs will have access to micro-credit services.

### ***Outcome 10.2: Increased Representation and Participation of Women in decision-making***

#### **Legislative Reform**

To address the underrepresentation of women in decision-making positions, the Ministry of Women's Affairs will support initiatives for legislative reform that will promulgate Affirmative Action (30 per cent quota system) in the 1997 Constitution of The Gambia, the 2005 Local Government Act, the District Tribunal Act as well as the 2015 Election Act.

#### **Advocacy for Women's participation in decision-making**

The Ministry will also undertake activities to sensitize communities on the importance of women's representation in decision-making structures such as the VDCs, WDCs, District Tribunals, Area Councils, Boards and Executive Committees, National Assembly, and Cabinet. Media advocacy programmes will also be conducted on the importance of women representation and participation in civil and political decision-making.

To ensure the mainstreaming of gender in politics, the Ministry of Women's Affairs, in close collaboration with Independent Electoral Commission (IEC), will conduct consultative sessions with all Political Parties during the implementation of the NDP, to instil gender sensitive political manifestos, nomination and selection committees in the electoral process. The Ministry will also strengthen and support civic education and mentorship programmes aimed at increasing women's representation in political decision-making and for aspiring female candidates respectively.

#### **Support to Women- led initiatives**

In pursuance of effective programme implementation, coordination, monitoring and evaluation in Gender mainstreaming, the Ministry of Women's Affairs will support initiatives to strengthen the capacities of the National Women Federation and other women led initiatives through the creation of linkages between women organizations and donor partners as well as strengthen women organizations on good leadership.

### ***Outcome 10.3: Gender-based Violence Reduced***

#### **GBV Response mechanism**

The Ministry of Women's Affairs will strengthen capacity of all actors to respond to GBV, FGM/C and child marriage, advocate for the enforcement of the laws such as Sexual Offenses Act 2013, Domestic Violence

Act 2013, Women's Amendment Act 2015 prohibiting FGM/C, as well as promote social mobilization and innovative approaches to protect and respond to GBV, FGM/C and child marriage. The Ministry will also train policy makers and law enforcement agents, as well as conduct capacity building initiatives targeting communities to respond to gender discrimination and sexual violence.

### **Capacity Building**

With support from donor partners, the Ministry will integrate Gender and GBV into the training curricular of the National Army, Immigration, Fire Service, National Drug Enforcement Agency and Prisons Department and develop a training manual on Gender and GBV, as well as train officers on the manual. Furthermore, Gender Units will be established and equipped in all the five security-training institutions.

### **National Action Plan on GBV and FGM/C**

A review and updating of the National Action Plan on GBV and FGM/C will be undertaken. The updated copies of the NAPs will be subjected to a national validation with key stakeholders. The National Steering Committee on GBV, chaired by the Office of the Vice President, will be responsible for the implementation, monitoring and evaluation of the NAPs.

### **Centre for survivors of GBV**

A rehabilitation centre will be established for the integration and counselling of the survivors of domestic violence. Similarly, One-Stop centres will be established in all regional hospitals to respond to GBV cases and that of the Edward Francis Small Teaching Hospital (EFSTH) will be strengthened. GBV incidence registers will be administered in all police stations and health facilities. The national database on GBV, at the Police Headquarters, will be strengthened.

### **Advocacy and sensitization**

The National Steering Committee on GBV will conduct radio and TV programs on GBV, FGM/C and child marriage in partnership with security officers, policy makers, and other Law Enforcement Agents, as well as support documentation and reporting of cases on GBV, FGM/C and Child Marriage. A review and updating of the communication strategy on GBV, Child Marriage and FGM/C will be undertaken. Following a national validation, the strategy will subsequently be circulated to all MDAs. IEC materials will also be developed and disseminated.

### **GBV national study**

National studies on GBV and Child Marriage, and epidemiology study on FGM/C will be undertaken in all medical facilities to ascertain the prevalence of FGM/C on children aged 0-5. The study will be conducted in 2 years. The reports will be subjected to a national validation and copies will be printed and subsequently circulated to all MDAs.

## Reporting to Treaty Bodies

In fulfilment of its reporting obligations, Government will develop and submit periodic reports on the implementation of international treaties and conventions such as the UN CEDAW, AU Solemn Declaration on Human and People's Right and on the Rights of Women in Africa, United Nations Security Council Resolution 1325, and the Beijing +25.

## Monitoring and Evaluation

The Office of the Vice President and Ministry of Women's Affairs shall participate in the monitoring of the implementation of the NDP, and the capacity of Women's Bureau will be strengthened to effectively implement the National Gender and Women Empowerment Policy 2010-2020.

### 3.4 Enhancing the role of the Gambian Diaspora in national development



In September 2017, the President delivered a Diaspora Policy statement, which highlighted key commitments already incorporated in the Technical Cooperation Project on Migration and Sustainable Development in The Gambia (MSDG)<sup>16</sup>. The NDP goal for the diaspora is to: expand, enhance and optimize the role of the diaspora in national development, as valued partners.

Table 3.3: Key Expected Results for Diaspora in Development

- A Diaspora Strategy validated by 50 Ministries, Departments and Agencies (MDA)
- A Gambia Diaspora Directorate with Focal Points in 50 MDAs, embassies and missions established
- Capacity developed for 2,500 government and NSA personnel on Diaspora development
- Transaction cost of remittances sent to The Gambia reduced to an average of 3%
- 20 Diaspora Direct Investments (DDIs) and the issue of 2 Diaspora Bonds facilitated
- 100 civil society and social impact projects co-financed from the Diaspora Development Fund (DDF)
- Irregular (back-way) migrants reduced by 60%
- 4 Migration and Development bilateral agreements negotiated and signed
- Circular migration contracts for 350 skilled migrant workers facilitated
- Full registration of diaspora voters, and oversee diaspora voting in Presidential elections completed
- 14 representatives of the diaspora facilitated to have Observer Status in the 7 Local Government Areas
- Platform for 50 diaspora-development organizations, covering 10 sectors, in 3 continents created
- Services of 100 highly skilled diaspora professionals accessed and utilized

<sup>16</sup><http://gambiandiaspora.net/wp-content/uploads/2017/09/MSDG-BP-1-Highlights-of-Presidential-Diaspora-Policy-Speech-Sep-2017.pdf>

## **Outcome 11.1: Structured and Facilitative Approach to Diaspora Engagement**

### **Diaspora Strategy**

To operate a structured, effective and efficient framework to optimize diaspora contributions to Gambian development, a comprehensive diaspora strategy is needed. An exercise of research, analyses, consultations, drafting, validation and adoption of a Gambian Diaspora Strategy and Implementation Plan is underway. This exercise involves consultations with the key stakeholders in the diaspora and in Gambia, so that there is diverse engagement in the process and ownership of the emergent policy. Some of the key commitments outlined in the President's Diaspora Policy statement and set out in the NDP will be incorporated in the Diaspora Strategy. The Gambian Diaspora Strategy will be for a 10-year period (2018-27), supplemented by a 3-year practical Implementation Plan that focuses on priority themes and actions. This is an important step towards the mainstreaming of diaspora development in The Gambia

### **Gambia Diaspora Directorate**

A Gambia Diaspora Directorate (GDD) will be created within the Ministry of Foreign Affairs and Gambians Abroad (MOFA). It will be a service delivery unit, which facilitates structured and optimal interface between government and the diaspora, whilst coordinating diaspora-related issues with the different Ministries, Departments and Agencies of government. GDD will take the lead in implementing many aspects of the Diaspora Strategy, through direct service delivery, as well as liaison and coordination of actions and activities with different governmental, non-governmental and international bodies. GDD will also work closely with the Ministry of Interior to facilitate effective intergovernmental and inter-agency collaboration regarding the Gambian Migration Policy.

### **Capacity Development on Diaspora-Development**

Senior civil servants and key personnel from non-state institutions will be given personalized and appropriate capacity development on how they can best work with and support the diverse Gambian Diaspora. The programme will include professional and technical training, coaching and mentoring and other schemes, for government officials, diplomats and other Gambian professionals. These will improve the understanding, skills and capability of the officials who will be responsible for implementing policies on mainstreaming diaspora development.

## **Outcome 11.2: Leveraging Diaspora Remittances and Investment**

### **Reducing the Transaction Cost of Remittances**

According to the World Bank, in 2016 diaspora remittances to The Gambia was \$200m, being 21.5 per cent of GDP<sup>17</sup>. This figure does not include remittances sent through informal channels. In 2014, as a

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<sup>17</sup><https://data.worldbank.org/indicator/BX.TRF.PWKR.CD.DT?locations=GM>



percentage to GDP, The Gambia was the 10th remittance receiving country in the world, and the 3rd in Africa<sup>18</sup>. The Central Bank of The Gambia (CBG), working together with Ministry of Finance, the MSDG Technical Cooperation Project and other partners, will develop and implement a scheme to reduce the transaction cost of remittances sent to The Gambia to the lowest level possible. The scheme is will be in line with the target 10.7c of SDGs, that: *“By 2030, reduce to less than 3 per cent the transaction costs of migrant remittances and eliminate remittance corridors with costs higher than 5 per cent”*. It will also be implemented in line with the Joint Valletta Action Plan, adopted in November 2015, that: *“In addition [to the 3 per cent SDG target], identify corridors for remittance transfers where the partners commit to substantially reduce the costs by 2020, from Europe to Africa and within Africa”*. For some remittance corridors, the cost of sending money to The Gambia is over 20 percent. Even for a well-developed market, such as the UK-Gambia remittance corridor, the World Bank reported that in July 2017, the total cost was 9.72 per cent, over three times the SDG target of 3 per cent<sup>19</sup>.

### **Diaspora Direct Investment and Diaspora Bonds**

The highest ever inflow in of Foreign Direct Investment in The Gambia was 2006 at \$82m. In that year, diaspora remittances received was \$64m. In the intervening 10 years, the trends have reversed. In 2016, FDI figures were in the negative, with \$1.5m being withdrawn from the Gambian economy<sup>20</sup>, whilst diaspora remittance stood at an all time high at \$200m. The private remittances sent to family and friends are mostly used for social investment and consumption, paying recurrent costs of feeding, health, education and social amenities of families. The diaspora through their remittances play a fundamental role in reducing hunger and poverty, improving health, and attaining other key SDG goals and targets. Beyond recurrent consumptive expenditure, there is untapped opportunity to attract remittances towards durable investments and economically productive activities in the Gambian economy. This will be done through a wide range of schemes, including consolidating and updating current FDI related tax breaks and incentives, and structuring them to meet the specific and specialized needs of Direct Diaspora Investment (DDI). Laws, regulations and practices will be revised where appropriate to facilitate new and innovative forms of diaspora financing structures. Amongst other things, these will include: project-based diaspora bonds; Diaspora-Public-Private-Partnership schemes; social security, savings and investment products.

### **Diaspora Development Fund**

In the global discourse on diaspora development, it is recognized that the current limitations on trans-boundary financing is limiting the reach, scale and impact of the diaspora. As part of the ‘Addis Ababa Action Agenda of the Third International Conference on Financing for Development’ the Civil Society Declaration noted the need for funding of “trans-boundary and diaspora investment schemes”<sup>21</sup>. For

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<sup>18</sup><https://openknowledge.worldbank.org/bitstream/handle/10986/23743/9781464803192.pdf>

<sup>19</sup><https://remittanceprices.worldbank.org/en/corridor/United-Kingdom/Gambia>

<sup>20</sup><https://data.worldbank.org/indicator/BX.KLT.DINV.CD.WD?locations=GM>

<sup>21</sup><https://csoforffd.files.wordpress.com/2015/07/addis-ababa-cso-ffd-forum-declaration-12-july-2015.pdf>

Gambian diaspora organizations involved in community, civil society, social enterprise and cooperative activities in different parts of country, the Diaspora Development Fund (DDF) will provide project co-financing. This facility will expand and enhance the collective remittances sent for community projects. Hometown, district, alumni and sector non-for-profit diaspora groups will apply to the fund to leverage and supplement the resources they raise by themselves. For diaspora entrepreneurs and investors, the DDF shall provide loans, equity investment and other forms of co-investment, to stimulate and expand job creation and social impact investments in The Gambia.

### **Outcome 11.3: Protection of Vulnerable Migrants and Facilitation of Regular Pathways**

#### **Preventing Irregular and Dysfunctional Migration**

As a proportion of its population, The Gambia has the highest percentage of irregular migrants using the Saharan-Mediterranean (back-way) route to Europe. In Spain, 8 per cent of the irregular migrants who arrived there in 2016 were young Gambians. In 2016, 181,436 people arrived by sea in Italy, of whom 11,929 (6.6 per cent) were Gambians<sup>22</sup>. This was a 41 per cent increase from the 2015 number of 8,454. UNHCR reported that 27 per cent of the Gambians who arrived in Italy in 2016 were Unaccompanied and Separated Children (UASC). This was a 150 per cent increase from 2015<sup>23</sup>. Of these Gambian UASC migrants, 92 per cent were aged between 15 and 17, and the remaining 8% were younger, aged between 5 and 14. This form of irregular and dysfunctional migration was caused by the combination of economic stagnation and political repression of two decades of dictatorship. By mid-2016, there were 10,070 Gambian refugees and 16,500 asylum-seekers. Italy hosts 63 per cent of the Gambian refugees; 27 per cent are equally distributed in the United States and the United Kingdom. France and Germany host 4 per cent of Gambian refugees, and the rest are in other EU countries.<sup>24</sup>For the Gambian asylum-seekers, 83 per cent are in Germany and Italy. However, during the first half of 2016, before the fall of the dictatorship in The Gambia, 64 per cent of the asylum applications filed by Gambians were rejected<sup>25</sup>. There are villages in rural Gambia, like Saba in the North Bank, where 15 per cent of their youth populations (600 out of 4,000 residents) have left for Europe, predominantly through irregular routes.<sup>26</sup>

The end of dictatorship will reduce the rate of irregular migration, but it will not stop it. Working with international partners, the government will provide appropriate protection and support to Gambians abroad, especially distressed and vulnerable migrants, unaccompanied and separated children. When necessary, the government will facilitate their safe and voluntary return home, in line with human rights provisions. The Gambia shares the United Nations' vision that, 'migration should be a choice, not a desperate necessity'. To achieve this, the government and stakeholders must confront and tackle head-

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<sup>22</sup> UNHCR Update Italy, Sea Arrivals, December 2016

<sup>23</sup> Italy UASC Dashboard, UNHCR, December 2016

<sup>24</sup> <http://popstats.unhcr.org/en/overview>

<sup>25</sup> IOM (2017) Migration Profile: The Gambia, (unpublished final draft)

<sup>26</sup> <http://www.telegraph.co.uk/news/worldnews/africaandindianocean/gambia/11979547/Inside-the-west-African-village-where-every-young-man-is-trying-to-migrate-to-Europe.html>

on the major challenges of dysfunctional migration. It is essential to avert and prevent the situations whereby young people drop out of education or training, and families spend enormous resources on irregular migration pathways, putting children and family members in peril and jeopardy. The diaspora has a role to play in providing an alternative narrative of migrant life abroad. More importantly, through alumni and hometown associations, and social enterprise, cooperative and commercial ventures, the diaspora will be part of the national effort to create viable, decent and sustainable jobs, and reduce the number of young people 'Not in Education, Employment and Training (NEETs). The main reasons given by Gambians as reasons for their migration is: search for better jobs (57 per cent), and pursuit of education (21.5 per cent). The diaspora has a specific role to play in creating viable options and opportunities for education, employment and training for young people in rural and urban Gambia<sup>27</sup>.

### **Global Migration Dialogues and Bilateral Engagement**

The Gambia will participate actively in global migration dialogues and processes aimed at facilitating safe, orderly and regular migration as set out in SDG target 10.7c. The Gambia will particularly engage with, and seek to provide leadership in processes such as: the Euro-African Dialogue on Migration and Development (Rabat Process); implementation of the Joint Valletta Action Plan (JVAP); negotiations of the Global Compact on Migration (GCM); discussion of the Global Forum on Migration and Development (GFMD); negotiations on African Free Movement, discussions of Migration Dialogue for West Africa (MIDWA), Pan African Forum on Migration (PAfoM) and Global Forum on Remittances, Investment and Development (GFRID). The Gambia will also improve consular services, as well as bi-lateral relations and migration dialogues with countries that have high numbers of Gambian citizens and vulnerable migrants, such as: Italy, United States, Spain, Germany, United Kingdom, Sweden and Libya. Consultations, negotiations and partnerships will cover amongst other things: protection of vulnerable Gambians, portability of social security benefits, training and educational exchanges, investments and job creation in The Gambia.

### **Ethical Recruitment and Circular Migration**

There is a risk that young people 'Not in Education, Employment and Training' (NEETs) may end up in irregular migration. To reduce that risk, the government will use global migration processes, mobility partnerships, temporary worker schemes and other bi-lateral arrangements, to seek to create viable and regular migratory pathways for Gambian workers. This is especially relevant for Europe, which is the destination for Gambia's irregular migrants. This can be done through new and innovative forms of circular migration schemes, linking training, apprenticeships, employment, migration, return, redeployment and reintegration. These schemes will target disadvantaged and vulnerable youths, who will be trained on skills needed in diverse job markets. The first two pillars of the Joint Valletta Action Plan which emerged from the Europe-Africa Valletta Summit on Migration in November 2015 are to: 'Address the root causes of irregular migration and forced displacement' and 'Enhance co-operation on legal

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<sup>27</sup> Data from 2010/11, Connecting with Emigrants, A Global Profile of Diasporas, OECD, 2015

migration and mobility'. In the September 2017 EU State of the Union address, the President of the European Commission stated that: "We will also work on opening up legal pathways. Irregular migration will only stop if there is a real alternative to perilous journeys; legal migration is an absolute necessity for Europe as an ageing continent. This is why the Commission made proposals to make it easier for skilled migrants to reach Europe with a Blue Card." To facilitate regular pathways through labour migration, the government will also support the setting up of structured and regulated ethical recruitment agencies, which operate on the best practice standards, set by the International Labour Organization (ILO).

#### **Outcome 11.4: Active and Enhanced Participation in National Policy and Development Practice**

##### **Physical and Online Forums for Engagement**

In his Diaspora Policy statement in September 2017, the President declared that there would be an annual 'Stake in the Nation Forum (SNF)', as part of a 'Gambian Diaspora Month (GDM)', designated for the period 15 December to 14 January. Many members of the Gambian diaspora visit the country during the Christmas and New Year period. The purpose of GDM is to focus attention on positive diaspora action. Groups and organizations will coordinate amongst themselves, and schedule their diaspora-related events during this period. This will create synergies and increase the opportunity for people to participate in multiple diaspora-related consultations and activities. The SNF will be one of many events taking place during GDM, bringing diaspora groups together to engage with government Ministries, Departments and Agencies, as well as NGOs and CSOs, on a wide range of developmental matters. Conferences and meetings will be complemented with webinars and online forums. Through the MSDG Technical Cooperation Project<sup>28</sup>, a Gambian diaspora website has already been created. This and other portals, as well as social media and mobile apps will be developed to facilitate user-friendly and substantive diaspora engagement in different aspects of Gambian development policy and practice. The diaspora will be able to contribute to formal policy, strategic, thematic and sector consultations initiated by different government and quasi-government institutions.

##### **Diaspora Voting at Presidential and National Assembly Elections**

Section 39 of the 1997 Constitution of The Gambia gives every Gambian citizen the right to vote in Presidential and National Assembly, irrespective of residency in The Gambia. Due to the undemocratic nature of the previous dictatorship, the diaspora were never given their constitutional right to vote. The diaspora continued to play an active and crucial political role in restoring democracy in The Gambia. The Independent Electoral Commission (IEC) will work with partners to facilitate diaspora voter registration and voting in future Presidential and National Assembly elections. Furthermore, the constitutional restriction preventing Gambians with dual citizenship from serving as Cabinet Ministers will be lifted. Activation of the franchise of the Gambian diaspora is also an opportunity to improve services provided by Gambian embassies and diplomatic missions. MOFA, working with the Ministry of Interior and other partners will create and issue a renewable Consular Card to every member of the Gambian diaspora who

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<sup>28</sup><http://gambiandiaspora.net/wp-content/uploads/2017/10/MSDG-BP-2-MSDG-Project-Summary-Sep-2017.pdf>

wants one. The Consular Card will be linked to secure databases, ensuring that data held by the issuing embassies and diplomatic missions provide credible information about the number and demographic profile of Gambians living outside the country. MOFA and GDD will be proactive in promoting the Consular Card as a form of national identity for Gambians Abroad. The Consular Card will give holders access to Gambia government services and other support and facilities identified in the NDP and Diaspora Strategy, irrespective of their immigration status in the country of residence. The Consular Card database can also be the basis for the diaspora electoral register.

### **Diaspora as the Eighth Region of The Gambia**

In 2005, the African Union declared that the African diaspora constitute the sixth region of Africa. Since then several countries have declared their own Diasporas to be a non-resident region of the country. To complement the seven (7) Local Government Areas in the country, the Gambian diaspora will be declared the Eighth Region of The Gambia. This is a symbolic and administrative instrument that will enable the government to target service provision to the diaspora, in a manner that strengthens diaspora ties with The Gambia as a country of origin and heritage, and maximizes diaspora input to development. Such a declaration is also very important for second, third and other generations who have much to contribute to Gambia's development. The Gambia Diaspora Directorate will take the lead in coordinating an all-of-government approach to service delivery to the diaspora as the Eighth Region. Each Local Government Area should have mechanism for Observer Status for representatives of the diaspora. In the medium term (post-NDP period), the diaspora should have an elected representative in the National Assembly.

### **Network of Diaspora-Development Organizations**

A thematic and sector approach is one of the most effective forms of engagement for diaspora-development. This is because the most productive members of the diaspora concentrate on their area of expertise or specialized interest to make inputs to the countries of origin or heritage. Through online and social media tools, structures will be developed for a platform of Gambian diaspora-development networks, enabling organizations and individuals to cooperate and collaborate on projects and programmes.

### **Access to Diaspora Expertise**

According to the OECD, The Gambia has the 15th highest rate of emigration of highly educated individuals in the world (out of 144). They reside mainly in the United States and United Kingdom. However, 57 per cent of the highly educated Gambians work in low- and medium-skilled jobs. Gambian migrants in high skilled jobs constitute 18.5 per cent of Gambians abroad<sup>29</sup>. Schemes are needed to facilitate brain gain and counter the brain drain. Through innovative forms of diaspora diplomacy, suitably qualified Gambians in the diaspora can be appointed as Honorary Consuls or Consul Generals, promoting trade, investment, education, tourism, cultural exchange, whilst providing welfare and consular services to the diaspora.

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<sup>29</sup>Data from 2010/11, Connecting with Emigrants, A Global Profile of Diasporas, OECD, 2015

Through diaspora volunteering, it is possible to enable long-term migrants, second and third generation Gambians to undertake productive work in The Gambia, leading to further skills transfer and other forms of beneficial activities. In The Gambia, there are skill shortages in many specialists, professional and vocational areas. Gap analysis exercise will be undertaken followed up with skills matching, recruitment and deployment of highly skilled Gambian diaspora professionals on short term and circular assignments in The Gambia. The expertise of these highly skilled professionals can also be accessed for specific assignments in their countries of residence or within the diaspora. Where needed, they can join and strengthen official Gambian delegations for technical meetings and negotiations.

### 3.5 Promoting environmental sustainability, climate resilient communities and appropriate land use



#### 3.5.1 Environment, Climate Change, and Disaster Risk Reduction

The Gambia is susceptible to the vagaries of the environment and climate change, e.g. droughts and flooding, which cause much damage to coastal ecosystems, farmlands, settlements, and livestock. The major issues affecting the environment sector are land degradation, coastal erosion, loss of forest cover, biodiversity loss, ineffective waste, and pesticides management. Deforestation through illegal logging and bushfires, sand mining, illegal settlements and other uncontrolled activities are the main contributing factors in a situation already made precarious by climate change.

The impact of Climate Change (CC) has emerged as one of the most significant external factors hindering the performance of the growth-driving sectors, especially agriculture, tourism and industry, which have the greatest impact on the economy. The Government will undertake major efforts to access climate change financing through the use of a comprehensive resource mobilization strategy that will lead to the development of viable /bankable project proposals and also build capacities.

To address these complex set of issues, the NDP goal for the environment sector is to: ***ensure that Gambia's environment and natural resources are sustainably managed and conserved to increase resilience for the benefit of all.***

Table 3.4: Key expected results for Environment, Natural Resources, Climate Change and Disaster Risk Reduction

- Decrease CO2 emission from Btw 2118 to 2528 GgCo2e (2016) to Btw 967.9 to 1155 GgCo2e
- Availability of a updated NEMA
- Increase the number of communities implementing adaptive mechanisms from 10 to 100
- Increase the % of wildlife protected areas for coastal and marine from 7.4% to 10%
- Increase the % of wildlife protected areas for terrestrial and inland from 0.16% to 1%
- Increase the area of forest under community management from 50,000 hectares to 70,000 hectares

- EWEA DRR and CC Available nationwide
- Increase community based non-wood forest products/services enterprises from 80 to 100.

The three outcomes to achieve this goal (outcomes 11.1 – 11.3) and the related interventions are presented below.

***Outcome 12.1 Environment and Climate Change-friendly Policies, Programmes and Awareness strengthened at all levels for Resilience***

**Establish appropriate, functional, and well-coordinated institutional and regulatory frameworks for enhanced enforcement of environmental laws**

Some of the main obstacles hampering sustainable environmental management in the Gambia are the existing poor institutional and regulatory frameworks combined with the poor enforcement of existing environmental legislations. Environmental issues such as land degradation, coastal erosion, loss of forest cover, biodiversity loss, ineffective waste and pesticides management can severely hamper the development of the Gambia if the situation is left unchecked.

Government will review the existing Act (NEMA, 1994) and strengthen the institutional and regulatory frameworks for the Environment such as the inactive National Environmental Management Council, which is chaired by the President of the Republic. The role of all stakeholders in the management of the environment will be clearly outlined to ensure that all implementing partners are given adequate support to achieve their mandate. The strategic environmental assessment (SEA), which deals with environmental policies, will also be implemented.

**Undertake advocacy and sensitization programs to build awareness and knowledge at all levels**

Under the plan, advocacy and sensitization would be continued to improve the awareness level of both public and private groups on the various environmental laws and regulations, as well as the international conventions that the Gambia is a party to. This is in line with Article 6 of the UNFCCC that promotes awareness raising on climate change related issues. To achieve a high level of compliance on environmental regulations, Government will undertake rigorous public awareness and educational measures while simultaneously embarking on environmental law enforcement.

**Develop human and institutional capacities for sound environmental management**

One of the major constraints impacting environmental management is the inadequate capacity and limited skills of both environmental practitioners and national stakeholders. This indirectly affects and contributes to environment and health hazards.

As part of the on-going decentralization and capacity building process, the National Environment Agency (NEA) has established regional offices, as well as an Agriculture and Natural Resources Working Group

(ANR-WG) in all the regions of The Gambia. To gain more from this decentralization process, Government will undertake capacity building for the relevant institutions and staff. This will involve the training of inspectors, programme officers, members of the National Environment Council (NEMC), Technical Advisory Committee (TAC) and other relevant multi-sector taskforces. Institutions that are expected to collaborate within the scope of environmental management, such as the security forces will also be included in the capacity building to improve their understanding of environmental issues and therefore improve enforcement. Training on community based forest enterprise development using (Market Analysis and Development) methodology will also be pursued.

***Outcome 12.2: Emergency and Disaster Risk Reduction and Response strengthened at all levels***

**Enhance Early Warning Systems (EWS)**

The current Early Warning System in The Gambia is limited to meteorological data and does not satisfy the needs linked to food security or floods. Progress has been registered by the establishment of an information sharing mechanism that includes the creation of radio listening groups in various communities and close collaboration with community radios. This radio-based mechanism will be further enhanced during the plan period. Government will also facilitate the generation and dissemination of indigenous knowledge collected at community level, as well as knowledge generated by technical institutions allied to environment data management. The early warning system will be improved by coordinating and involving more relevant stakeholders, as well as expanding its scope to include hazard profile, contingency plans, insurance schemes (Africa Risk Capacity), and agricultural and nutritional information. For effective functioning of the EWEA (Early Warning Early Action), Government will work towards establishment of a central information system to direct early action, capacity building, as well as the required equipment for collecting and processing data.

**Develop and implement a resilience programme for both urban and rural areas**

The strategy to mainstream and integrate climate change and DRR into sectoral development plans will be continued. Government will strengthen coordination at all levels to deepen understanding and collaboration of community action plans and national and regional contingency plans that are geared towards improving food security and sustainable livelihoods. Rural and urban Infrastructure will also be made “climate-proof” especially drainage, roads, public buildings, agricultural infrastructure, and waste management programmes. The DRR and climate change structures identified under the respective policies will also be strengthened to ensure effectiveness and resilience to CC vulnerabilities.



### ***Outcome 12.3: Natural Resources sustainably managed and utilized***

#### **Consolidate and enhance management of protected areas and forests including the promotion of ecotourism**

Some of the main challenges of the forestry and wildlife sectors are recurrent bushfires and the over exploitation of natural resources. Increasingly, deforestation is another major problem and it exacerbates the already existing problem of rapid and poorly regulated land use especially related to the establishment of new settlements, poorly planned agriculture, development of road networks etc. Rapid population growth also negatively impacts natural resources due to the high demand for community livelihood. Conflicting institutional policies also affect the management of these sectors

To consolidate and manage protected areas and forests, Government will undertake the following:

- Rehabilitate degraded forest lands using various forestry techniques and practices;
- Increase the level of participation in bush fires management and control through mechanisms such as early control burning;
- Improve the skills of forestry/wildlife staff in the implementation of sustainable natural resources management;
- Improve production potential of existing plantations, protected areas;
- Improve Monitoring & Evaluation mechanisms for the sectors;
- Improve the physical infrastructure for the sectors;
- Provide adequate resources/equipment for the effective implementation of The Gambia Forest Management Concept (GFMC) and National Biodiversity Strategy and Action Plan (NBSAP);
- Promote Public Private Partnership (PPP) for protected areas financing and development; and
- Create land base jobs for youths through rehabilitation of degraded land cover.

#### **Sensitize and build capacities of communities in natural resource management to minimize deforestation and human-wildlife conflict**

Government will engage communities that have had cases of human wildlife conflict either with hippos, baboons, etc. and identify potential hotspots. Communities will be trained on natural resource management using alternative techniques (fences, dykes etc.) to reduce the frequency of human wildlife conflicts.

#### **3.5.2 Land Use Planning**

Land management, which is critical for sustainable use of resources and human habitat, is challenged by a number of factors in The Gambia. A surge in competition over land use and resources threatens not only sustainable land management, but also deprives local rural communities control over and access to land and natural resources, upon which their livelihoods depend. Due to population pressures, land in the Kanifing and Brikama municipalities has appreciated in value forcing many poor people to relocate elsewhere, thus excluding them from easy access to land. Because of unregulated rural–urban migration

over the past decades, there has been inappropriate land use including settlement by people on flood prone areas and dumping of waste on fragile ecologies. Finally land rights are governed by customary law, which tends to discriminate against women who constitute the majority in agriculture. This has negative implications for investments and ultimately on the productivity of the land.

The plan seeks to ensure more rational management of the country’s land resources to ensure competing demands for livelihoods, settlement, environment and industrial and manufacturing uses are adequately catered for within a sustainable development framework. The key expected results and outcomes under the plan are highlighted below.

Table 3.5: Key Results for Land Use Planning

- Availability of a national land policy
- Availability of a Land Use plan
- Availability of a Cadastral map of the country

***Outcome 12.4: Strengthened policy environment and tools for appropriate land use planning and management***

During the plan period, Government will formulate a National Land Policy, revise the existing Housing Policy, update and operationalize the National Land Use Master Plan, develop cadastral maps, revise existing land management acts and regulations, formulate the national Community and Rural Development Policy, enact the NGO Act, and formulate the Local Government Training Policy.

**3.6 Making The Gambia a Digital Nation and creating a modern information society**



Information Communication and Technology (ICT) is one of the fastest growing sectors of the economy and a major contributor to the service economy. The Gambia has liberalized mobile and broadband services, but has vested the international voice gateway in the state owned GAMTEL. The expansion of ICT facilities has been rapid with penetration rates for mobile services, fixed lines and Internet subscriptions exceeding 130 per cent, 2 per cent and 20 per cent respectively. Through the Africa Coast to Europe (ACE) undersea cable, there is a tenfold improvement in Internet connectivity. Recent development includes a nationwide fibre optic network – ECOWAN – the last mile infrastructure to provide the missing, but critical fibre network.

However, there are many challenges including the following:

- Continued monopoly of the international voice gateway;
- Regulatory and legislative framework for secured and fair use of ICT;

- Cost of ICT equipment and the cost of accessing the internet;
- Slow pace of development of local software applications to address pertinent issues due to insufficient human capacities and funding; and
- Transition from analogue to digital broadcasting due to equipment and cost implications.

To address these and other challenges, the goal for ICT is” to ***harness the benefits of ICT in all sectors of the economy for equitable development***”

Table 3.6: Key Expected Results for ICT

- |   |
|---|
| <ul style="list-style-type: none"> <li>• Increase the % of population using the internet daily from 46.8% to 90%</li> <li>• Increase the proportion of population with access to mobile phones from 78.9% to 90%</li> <li>• Increase the proportion of schools connected to broadband internet from 6% to 12%</li> <li>• Existence of National Information and communications Infrastructure policy II</li> </ul> |
|---|

There is one outcome related to ICT (outcome 13.1)

***Outcome 13.1: Enhanced ICT Infrastructure and Services for increased access to quality broadband services and solutions to support inclusive and sustainable development***

Government during the plan period will intervene and take measures in the following areas: improve regulatory services and policies; establish a National ICT Agency; establish a National Data Centre to strengthen e-government; upgrade the Telecoms Access Network (Last Mile Connectivity); establish a National Technology Park to spur research and development; increase roll out of regional ICT centres to enhance connectivity to schools and communities; achieve digital switch over and analogue switch off; and strengthen cyber-security and enhance postal service delivery.

**Establishment of a National ICT Agency**

The policy objective of the Government is to transform The Gambia into a digital economy for rapid socio-economic development through the establishment of relevant infrastructure; provision of an enabling liberalized market environment; strengthening capacity, as well as mobilization of resources.

To ensure the sustained use of ICT in development, Government will strengthen stakeholder collaboration through PPPs; mobilize resources for the implementation of ICT programs and activities; pursue advocacy programs to raise the level of awareness on ICTs and its usage; enhance the National ICT Infrastructure while creating a more conducive and enabling environment; and improve the Telecommunications Access Network and generally position ICTs as an enabler to achieve the national development objectives.

To this end, a National ICT Agency would be established to take up the implementation and coordination of ICT activities and programs at a national level thereby enforcing the policy objectives and goals set at a

macro level. In addition, the agency will help attract the requisite human resources needed for the management and operation of the envisioned National Data Centre.

### **A National Data Centre to strengthen e-government**

A National Data Centre to host electronic services for the public and private sectors, as well as civil society organizations would be established to facilitate e-Governance. The requisite human resource to cater for the growing demands in the ICT sector would also be developed and strengthened. Government intends to establish the National Data Centre through a PPP initiative and has been engaging interested investors to ensure that this key intervention is attained. The Ministry of Information and Communication Infrastructure and the Directorate of PPP under the Ministry of Finance and Economic Affairs will actively work together on securing the required finances for the establishment of the National Data Centre.

Government will continue mainstreaming ICTs in sector policies and plans. E-education, E-health, E-tourism, and E-Commerce platforms will be strengthened to ensure the respective sectors build on the successes inspired by these platforms.

### **Improve regulatory services and policies**

In line with recent developments in the telecoms, broadcasting and media sub-sectors, the government is committed to improving and strengthening regulatory policies during the plan period. It will also strive to enhance the licensing framework in line with international standards. Government will also undertake policy reforms in the sector and will pay particular attention to full liberalization of the voice gateway, as well as initiate the process of repositioning and restructuring GAMTEL and GAMCEL.

The reform of any telecoms sector requires effective and efficient regulation, without which, the regulator may pose risk to the industry. PURA's role in the proposed reform of the sector is pivotal to its success. Therefore, continued capacity building to oversee the sector and to ensure enforcement of the Open Access Policy (ACE & ECOWAN), Spectrum Management, Infrastructure Sharing and a fair tariff regime will be increasingly important to further develop the broadband internet market particularly in the aftermath of the Digital Switchover. Government will thus prioritize capacity building for PURA during the plan period.

### **Upgrading Telecoms Access Network (Last Mile Connectivity)**

In its quest to build on the initiatives geared towards locally narrowing the digital divide, Government will prioritize upgrading of the Telecoms Access Network. This will translate into an additional (or another) infrastructural project (National Broadband Network) that will focus on linking ("Last mile") customers (both public and private) to the ECOWAN backbone and providing them with affordable broadband services. GAMTEL is set to implement a National Broadband Network project with the goal of rolling out

additional fibre to boost access to broadband services across the country. Government intends to achieve 90 per cent broadband Internet penetration in the country by 2021.

### **Achieve digital switch over and analogue switch off**

To ensure that Gambia catches up with the International Telecommunications Unions requirements in transitioning from Analogue to Digital Broadcasting, as well as meeting the global deadline for the Analogue Switch Off, government will continue its support to the Digital Switch Over process by ensuring that all the requisite regulatory, technical and financial conditions are put in place to guide and hasten the process.

### **Establish a National Technology Park to spur research and development**

Government will conduct a feasibility study that will look into the merits and digital dividends of establishing a Technology Park to spur research and development in the field, encourage the adoption of careers in ICT by the youthful population and ultimately attract ICT investors in the country. The park will serve as an innovation and development hub, which will help prepare the Gambia to keep up with the pace of evolution within this industry.

### **Increase roll out of regional ICT centres to enhance connectivity to schools and communities**

Government will establish regional ICT Centres throughout the administrative regions of the country and thus ensure the active participation of citizens in the e-Government initiatives. This, as a trend, has been implemented in a number of countries that have registered success in their respective e- Government initiatives. Another important priority for the National Development Plan is to have ICTs as a core subject in schools.

Government in its quest for a participatory governance system recognizes that access to information is a critical means to the end and will therefore support the proliferation of media entities and in the same vein strive to ensure that responsible journalistic practices are adhered to.

### **Strengthen cyber security**

As Cyber Crime has become an emerging threat globally, Government will implement the National Cyber Security Strategy and Action Plan to mitigate cyber threats. Government will also strive to build local capacity including Cyber Defence Systems and personnel to protect national security. This is also in line with the establishment of the Computer Incidence Response Team (CIRT). The CIRT will be equipped with the necessary resources to avert and combat, not only cyber threats emanating locally, but internationally as well.

## Enhance Postal Service Delivery

The Gambia Postal Services (GAMPOST) is currently the only national postal service provider. Government will provide support for GAMPOST to continue to provide accessible, affordable and reliable postal and financial services. The vision of GAMPOST is to provide these services to all Gambia wherever they reside and the company is spreading its operations from just mail services to courier, financial and philately to ensure it moves in line with the increasingly digitized global market. However there is a major challenge to this process as it heavily depends on antiquated methods, which would require a digitized revamp of the entire postal service system.

Government will strive to put in place the requisite infrastructural requirements to support this process and also provide capacity building support to GAMPOST in order to have the right human resource in place for this postal service digitization process. The Ministry of Information and Communication Infrastructure in collaboration with GAMPOST and the Ministry of Lands and Regional Government, will work towards developing a holistic National Address System that will serve to resolve issues of mail delivery within the country.

### 3.7 A civil society that is engaged and is a valued partner in national development



A fully functional and engaged civil society is critical for expanding democratic space of citizens, consolidating good governance and ensuring adequate checks and balances. The growth of civil society in The Gambia was seriously stifled during the 22 years of dictatorship.

Government is fully committed to ensuring that civil society plays its rightful and meaningful role in the socio-economic development of the country. The plan goal for civil society is: ***An engaged civil society that is a valued partner in national development***

Below is a presentation of key results expected and the outcomes and their related interventions.

**Table 3.7: Key expected Results for Civil Society**

- Availability of a revised NGO Act
- Increase the proportion of communities trained on HRBA and Social Accountability from 0% to 80%
- Conduct annual NGO Forum
- Availability of an updated strategic plan
- Availability of a resource mobilization strategy
- Increase the level of investment from low to high
- Increase the level of CSO participation in Government decision making platforms from low to high
- Increase the level of NGO representation in government delegations to international for a from low to high

***Outcome 14.1: Civil society positioned as representative, dynamic and credible consortium***

**Build capacity of civil society organizations:** Capacities of CSOs will be built overtime in various areas to make them relevant in delivering on the aspiration of their constituencies and the people they serve. This will include long and short-term trainings in program development, financial management, as well as monitoring and evaluation, communications and information technology, etc. It will also entail institutional strengthening through the enhancement of systems and structures that will enable the CSOs effectively deliver on their mandates.

**Strengthen coordination and information sharing at both organizational and community levels:** The sector will develop coordination mechanisms that will facilitate timely information sharing and mobilization of members to respond efficiently to the development needs of the country. This will be done through quarterly policy forums, bi-annual NGO forums, press conferences and releases. The use of social media, within the membership will be promoted and this will be supported through the provision of Internet services and communication tools to the CSOs.

**Enhance social accountability mechanisms:** The existing NGO code of conduct will be popularized extensively. All members will be required to comply with the code in a sustainable manner through annual membership assessments and peer reviews in consultation with communities, government and other development partners. Communities will be mobilized and trained in social audits, HRBA to strengthen their ability to demand accountability from the CSOs who are the duty bearers.

**Improve legislative and policy environment through research and advocacy for an appropriate NGO act:** The CSOs will commission research to generate knowledge on the impact of the NGO decree and other laws affecting CSO operations in the Gambia. This will be followed by development and execution of an advocacy strategy for the replacement of the decree with an appropriate NGO Act. The sector will also explore the possibility of harmonizing its systems, operations and policies with those of similar institutions in the sub-region and beyond (e.g. WACSOF, REPAOC, etc.) for better coordination and impact and to ensure that best practices are adopted.

### ***Outcome 14.2: Effective, relevant, and sustainable services delivered in a participatory way***

**Strengthen the ability of CSOs to mobilize resources for sustainable development:** The 22 years of bad governance have discouraged most donors from prioritizing The Gambia for development financing. As a result, the CSO communities have struggled to raise the requisite funds to remain relevant and to finance their development aspirations. Therefore, most of them have to depend on short-term project funds from the few available donors, government and UN agencies. The current dispensation, which so far applies democratic principles, provides opportunities to reposition Gambia as a priority country for donor partners. The sector will seek to build human and institutional capacity of its members in resource mobilization at all levels. The CSO community will also promote and support government efforts in resource mobilization to deliver on its development agenda.

**Develop a comprehensive strategic plan:** The need for a common agenda and strategic direction for the CSO community to effectively and efficiently complement government development plans is crucial to national development. The new political dispensation in the country provides opportunity for CSOs to better engage in this. Therefore, the sector will review and update their existing Strategic Plan with a view to making it more responsive to current development realities in the country and the SDGs.

### ***Outcome 14.3: Enhanced relationship maintained with government and other stakeholders***

**Strengthen partnership/relationship with all stakeholders:** The dynamics in development require joint efforts from all key stakeholders to deliver on development interventions in an effective and efficient way. The CSO community will seek to renew partnerships with all relevant government sectors, private sector, UN agencies, bilateral and other multilateral partners by signing MoUs to renew commitments and guide joint operations. It will also continue its traditional exchange briefings with government sectors as a way of information sharing and building partnerships.

At the national level, the sector will in future seek inclusion of the CSO constituency in all key National Development Committees, Commissions, Councils, Boards, including, but not limited to, the GamNaTT, the Truth Reconciliation and Reparation Commission (TRRC). Furthermore, the sector will also advocate for inclusion of its representatives in government delegations to international forums, such as ECOWAS, AU, UN, Climate Conferences (COPs).

In the plan, respective CSOs will also forge alliances and similar groups to undertake joint programmes thus maximizing on their comparative advantages and development impact.

At international level, the CSO sector will continue to liaise with its sister organizations within ECOWAS, AU and others to harness opportunities for stronger partnerships and to also increase the Gambia participation in regional/global development initiatives for non-state actors. This will involve sharing information and participating in international partnership forums (virtual and physical) and exchange visits among others.



### 3.8 Strengthening evidence-based policy, planning and decision-making



The production and dissemination of viable statistics is critical for evidence-based policy, planning, monitoring and evaluation of development outcomes. The goal for this critical enabler is: ***to generate and disseminate credible development data for results based planning, implementation, monitoring and evaluation in a timely and cost effective manner.***

The plan has four outcomes, the key interventions of which are presented below – the table below highlights the key associated results.

Table 3.8: Key Expected Results for Data for Development

- Existence of a revised Statistics Act
- Increase in functional statistic units in MDAs, including LGAs from 10 to 100
- Existence of functional NSS coordination/steering committee
- Availability of data quality frameworks
- Increase in number of trained professionals from 20 to 50
- Increase in proportion of censuses and surveys completed from 0 to 100
- Availability of a CRVS system
- Increase in proportion of statistical reports and data on the GBOS portal from 35% to 100%
- Existence of number of NDP indicators from 0 to 100%
- Government budget allocation increased from less than 1% to 5%
- Increase number of chapters of professional societies from 0 to 2
- Establish an NDP result measurement database

#### ***Outcome 15.1: Statistical governance, coordination of the NSS and data quality enhanced***

Advocate for the importance and use of statistics at all levels commencing with political commitment. Political commitment is the most important step in producing quality statistics. It is important that advocacy is undertaken to secure government support for statistical production, as well as the use of statistics. The Gambia Bureau of Statistics (GBoS), in partnership with other stakeholders, will conduct research into the perception and use of statistics, and on that basis, create and implement an advocacy strategy. Community sensitization on the use and importance of statistics will also be conducted to enable grassroots level production and use of statistics.

**Review legal framework to provide legal basis for NSS (National Statistical System):** The current Statistics Act requires revision and this will be undertaken during this plan period. Among others, the revision will focus on catering for the existence of the NSS within the Statistics Act of 2005.

**Strengthen capacity of GBOS to coordinate the national M&E framework, improve institutional coordination and communication mechanisms within NSS:** To coordinate the national M&E framework, a national coordination committee will be set up with clear terms of reference and outputs. In addition,

the Directorate of Coordination, Methods, Quality Assurance and Dissemination (DCMQAD), which is responsible for the exclusive coordination of the NSS and the monitoring of the implementation of the NSDS (National Strategy for Development of Statistics), will be capacitated both in terms of numbers and competence to execute the necessary tasks. The media, which is a key communication outlet, will also be trained on the use and dissemination of statistics.

**Coordinate setting up of statistical units in some MDAs:** Statistical Units will be established in MDAs and capacitated for proper data collection and management at the level of MDAs. This will improve performance and access to data for policy and decision-making, as well as for monitoring and evaluation of national programmes and interventions.

**Develop statistical policies, standards and frameworks to guide the production of quality statistics:** In order to produce quality data that meet both national and international standards, best practices will be followed in the plan. There are statistical standards and frameworks that must be adopted to ensure this. To ensure consistency across the NSS, the development and implementation of policies guiding data quality, security and dissemination are integral and will be supported at all levels. In this plan, the government will develop policies governing statistical operations across the NSS and the wider statistical community. It will also assure that required international classifications, nomenclature, sampling frames, methodologies will be customized to country context.

A web-based database will be housed and managed by the GBoS. The database will provide a common and centrally located database for the storage and easy retrieval of data on key development indicators for the country. Several government personnel, UN staff and CSOs will be trained on the use of the tool and the database can further be utilized and expanded as a data hub connecting all the existing Government information systems to serve as an M&E system for the plan.

### ***Outcome 15.2: Enhanced and sustained quality human resources, physical, ICT and statistical infrastructures***

**Develop and implement a sustainable training policy and programme:** A training program for the NSS will be developed to provide the required statistical capacity across the NSS for effective, efficient and timely data management and supply. A statistics training centre will also be constructed, fully equipped with the necessary facilities and made functional. Government will mobilize funds for the implementation of the training programme that will be coordinated by the GBoS.

**Remodel the GBoS Office complex to provide more space and a conducive working environment for staff:** GBoS is gradually implementing its new structure in terms of organization and staffing. This requires more office spaces and modern training and conference centres. In this regard, Government will mobilize the required resources to remodel and expand the GBoS office complex.

**Improve ICT and Statistical infrastructures:** Information and Communications Technology forms an integral part of data development. This includes both hard and software to be made adequately available

across the entire NSS. The ICT capacity to operate within the statistical sphere makes a great part of this concept and must be given due consideration if the country is to make any meaningful stride in data management. Statistical infrastructure such as the sampling frame, compendium, classifications, statistical packages (e.g. Statistical Products and Service Solutions (SPSS), Statistics and Data (Stata), Statistical Analysis Software (SAS), Census and Survey Processing System (CSPPro)) and the ability to use them will be provided for the NSS. In addition the NSS will be provided with the necessary ICT and statistical infrastructures to enable efficient data production, management and dissemination.

### ***Outcome 15.3: Quality data produced, disseminated and adequately monitored and evaluated***

**Improve data production of regular and periodic surveys:** The data needs of the National Development Plan have increased the need for data production including those aligned to the SDGs and the Agenda 2063. To monitor progress towards the indicators, government will ensure that data is regularly made available in a timely manner in order to guide decision-making. Given that most household level data are collected through surveys, Government will implement the series of surveys in a comprehensive manner to ensure effectiveness, efficiency and rational production.

**Develop and improve the system of administrative statistics in the NSS:** The importance of administrative data in decision-making and policy development cannot go unnoticed. However, the challenge always lies in the required skills to manage data produced administratively and to extract value from them. Administrative data provides a cheap source of information that must be leveraged upon to make it most effective. The government will improve the use and management of administrative management information systems in the MDAs so that the potentials of administrative data can be harnessed. This will improve efficiency by reducing cost of data collection and management. In addition, the government will develop the Civil Registration and Vital Statistics (CRVS) system that will provide timely information on population dynamics.

**Build capacity to harness and utilize 'big data' for development:** There is so much data that is produced outside the formal system called 'Big Data' that can be used for decision making, but the capacity to gather such data and analyse it does not exist. Therefore, the need to develop 'Big Data' is already captured in the statistical capacity building framework. Government will conduct an assessment on the potential use of Big Data and develop the capacity required during this plan period.

**Establish a comprehensive user-need for data across the NSS:** Government will conduct user-needs assessment in order to have a comprehensive knowledge of all forms and types of data needed by end users. This will allow for judicious use of resources by establishing mechanisms that will avoid duplication of efforts.

**Develop and implement a M&E action plan to effectively monitor and evaluate statistical activities under the data for development:** The NSDS M&E framework will serve as the reference for monitoring

and evaluating the M&E component of this NDP. Appropriate measures will be taken including strengthening the capacity of Women's Bureau to effectively monitor and evaluate the implementation of the National Gender and Women Empowerment Policy 2010-2020.

***Outcome 15.4: Sustainable funding and partnerships***

**Develop an adequate financing strategy to mobilize sustainable funds both from government and development partners:** Government will establish a statistical basket fund for the implementation of the NSDS activities planned. Proper mechanisms will be put in place to ensure accountability and transparency, as well as sustainability through innovative financing.

## Chapter 4: The Accountability Framework and Plan Costs

### 4.1 Introduction

Government, through the new National Development Plan, is committing itself to delivering key development outcomes in governance, economic, social, and environmental areas for the wellbeing of all Gambians. Ensuring that there are strong and clear accountability mechanisms is vital in this regard. Clarity with respect to institutional arrangements, roles and responsibilities, a robust Monitoring and Evaluation framework and enhanced government-citizens' engagement are key pillars for such an accountability framework. An accurate assessment of the cost of implementing the plan is also vital to enable the identification of appropriate resource mobilization strategies to ensure full financing of the plan.

Chapter 4 outlines the accountability framework and costs of the plan and covers the following aspects:

- Implementation arrangements, including the institutional arrangements and roles and responsibilities (section 4.2);
- The Monitoring and Evaluation framework and processes (section 4.3);
- Mechanisms for strengthening government-citizens' engagement (section 4.4); and
- Plan Costs

### 4.2. Implementation Arrangements

#### 4.2.1 Institutional Arrangements

Implementation of the National Development Plan will require government to put in place a robust institutional and coordination framework. This is made necessary given the bold reform agenda of the new government, and the current fragmentation in policymaking process, weak coordination and institutions. Furthermore, the new context demands that citizens are placed at the centre of decision-making. The proposed institutional arrangements for plan implementation, therefore covers two aspects: the institutional framework and the related roles and responsibilities.

#### **Institutional Framework for Implementation**

The institutional framework proposed for the plan has two interlinked components:

- Policy oversight and coordination functions; and
- Technical and implementation functions.

This is schematically represented in Figure 4.1 below.

The key institutions involved in oversight and policy coordination are: the National Assembly, Cabinet, the Inter-Ministerial Steering Committee, a Multi-Stakeholder National Coordinating Committee, and Regional Governor's Forum. A Government-Development Partners forum is also envisaged.

For technical and implementation oversight, the following mechanisms are proposed: A National Technical Committee, Technical Clusters, National M&E platform, Regional Technical Advisory Committee and cascading down to Ward levels.

To strengthen internal coherence in policy, programme implementation, aid coordination, monitoring and reporting, the Government will undertake a comprehensive review of the current situation, and draw upon best practices to come up with the appropriate coordination mechanism/framework for development planning in the country.

The recently established ***Gambia National Think Tank (GAMNATT)*** will play a vital role in the national development process, providing expert advice based on research and reviews to guide policy, programme design and assessing impact, and documenting lessons.

### **Roles and Responsibilities**

Clarity in roles and responsibilities is critical for successful plan implementation. Table 9.1 below spells out the main responsibilities of key actors and these are aligned to the plan implementation framework presented above.

Specifically, for operational policy oversight and coordination the following arrangements will be put in place:

- a) The Vice President shall chair the Inter-Ministerial Steering Committee to ensure sector coherence in implementation.
- b) The High-level National Committee will bring together Government Ministers, high-level representatives from the donor community, private sector, civil society, professional associations, and others designated by the Office of the President. The Committee will also be chaired by the Vice President
- c) The Ministry of Finance and Economic Affairs shall chair the Government-Donor Consultative Forum.
- d) The Ministry of Lands and Regional Administration shall chair the Regional and Municipalities Forum, which will be tasked with the responsibility to ensure proper alignment of the NDP and regional, municipal, and local development plans.

At the technical implementation level, the following arrangements will be put in place:

- a) A National Technical Steering Committee (NTSC) comprised of all Permanent Secretaries, chaired by the Secretary General of the Civil Service, which will review and approve work plans, progress,

and monitoring reports for onward submission to the MNSC. The Directorate of Development Planning within MOFEA shall act as secretariat.

- b) Technical clusters shall draw together all MDAs delivering on the respective priorities of the NDP. Their functions would be to develop the annual work plans, undertake joint monitoring and prepare progress reports. They shall ensure cooperation and alignment of individual MDA work plans related to that strategic priority. Consequently, there will be 15 technical clusters. Private sector, CSOs, UN agencies and other development partners shall be members of the clusters, based on their areas of expertise.
- c) A National M&E platform will be established to ensure adequate monitoring and evaluation of the Plan. MOFEA/DDP/GBOS, will coordinate the work of the technical clusters and the M&E platform. It shall bring together state and non-state actors.
- d) At Regional level, the MDFT will ensure that Ward and local development programmes and projects are aligned with the NDP, and shall undertake M&E and other related activities.

The Directorate of Development Planning will be tasked with elaborating detailed Terms of Reference, including membership criteria for the mechanisms proposed above. Table 4.1 below provides an overview of the main functions of the structures and organs outlined.

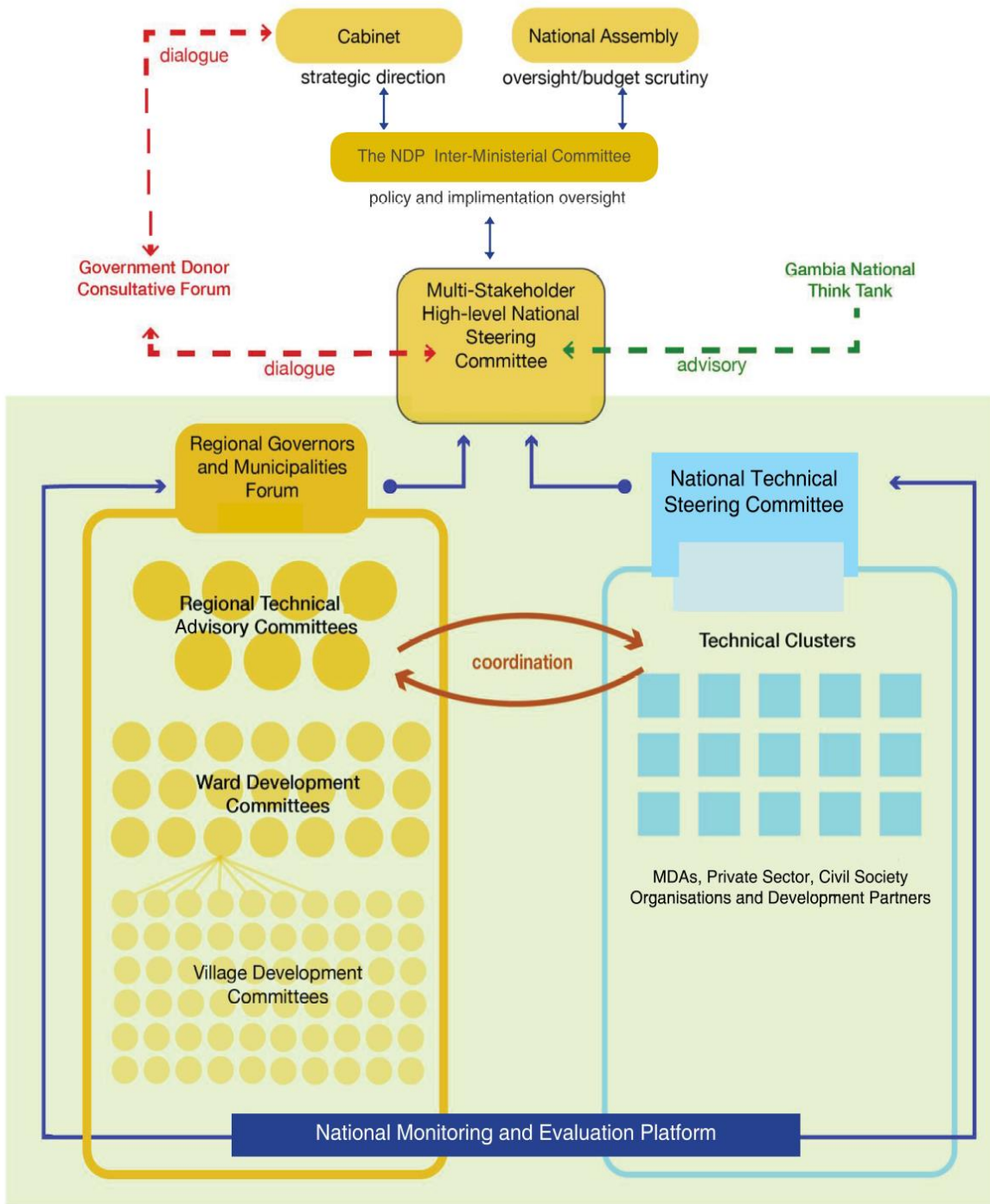


Figure: 4.1 NDP Institutional Arrangements



Table 4.1: Generic Roles and Responsibilities in Plan Implementation by various Structures and Mechanisms

Institutions/ Structures	Policy Oversight & Coordination	Implementation, Monitoring & Evaluation
<i>National Assembly</i>	<ul style="list-style-type: none"> <li>● Contribute to defining key national development priorities</li> <li>● Vote/approve budget</li> <li>● Ensure plans address national priorities</li> <li>● Ensure sector plans are aligned to NDP</li> <li>● Review progress reports</li> </ul>	
<i>Cabinet</i>	<ul style="list-style-type: none"> <li>● Provide broad orientations of the plan</li> <li>● Approve Plan</li> <li>● Give feedback on policy adjustments</li> </ul>	
<i>Inter-Ministerial Steering Committee</i>	<ul style="list-style-type: none"> <li>● Review and approve annual progress report</li> <li>● Review reports (Progress reports, M&amp;E reports) and provide guidance on the overall implementation of the NDP</li> <li>● Update the Cabinet on progress and make recommendations for action</li> <li>● Ensure sector coherence and inter-sector linkages</li> </ul>	
<i>High-level Multi-Stakeholder National Steering Committee</i>	<ul style="list-style-type: none"> <li>● Provide guidance for plan preparation and implementation</li> <li>● Review M&amp;E reports</li> <li>● Advice on national priorities &amp; adjustments needed on the plan</li> <li>● Create a platform for dialogue on key national development challenges</li> </ul>	
<i>Regional Governors/Mayors &amp; Council Chairperson's Forum</i>	<ul style="list-style-type: none"> <li>● Ensure alignment of regional plans with NDP</li> <li>● Provide leadership at the regional level</li> <li>● Co-ordinate NDP related activities at regional level</li> </ul>	
<i>Government Donor Consultative Forum</i>	<ul style="list-style-type: none"> <li>● Provide a forum for mutual dialogue between government and development partners</li> </ul>	

- The forum shall be co-chaired by the Minister of Finance and a Lead Development partner

*National Technical  
Committee*

- Provide oversight of the implementation and M&E
- Ensure alignment of sector strategies with NDP
- Ensure annual work plans and budgets are developed and aligned to NDP
- Review periodic progress reports
- Provide advice to national coordinating committee
- Provide consolidated reports during Cabinet retreats

*National M&E  
platform*

- Provide input for National Technical Committee and Technical Clusters

*Technical Clusters*

- Develop annual work plans and budgets in areas of specialty
- Prepare monitoring and progress reports
- Platform for sharing information and coordinating activities of key stakeholders within the thematic area
- Sharing knowledge and best practices in the thematic area

*Regional Technical  
Advisory Committee*

- Prepare regional development incorporating all wards
- Co-ordinate all donor support and approve all project agreements for the region
- Support participatory M&E of the regional development plans
- Provide additional technical support in their respective areas of expertise

*Ward Development  
Committee*

- Sensitize and disseminate information on development issues
- Collaborate with regional governors and TAC to better address development needs at Ward level
- Co-ordinate development initiatives at local level

*Village Development  
Committee*

- Sensitize and disseminate information at their level
- Co-ordinate development related activities at village level
- Identifying and prioritizing local development needs in consultation with the community
- Developing appropriate plans for addressing local needs in consultation with the community
- Mobilizing community participation in development activities

#### 4.2.2 Implementation Strategy

Several interconnected strategies shall drive implementation of the National Development Plan, namely: prioritization and sequencing of actions; addressing regional disparities in access to basic services and strengthening integrated urban planning; realignment of sector strategies and action plans to the overall orientation of the National Development Plan; regional integration and cross-border cooperation; and capacity development.

##### **Prioritization and Sequencing of Actions**

The country is facing many needs and there are huge expectations from the population because of the change that has happened. However, limited resources and capacities impose a need for strict prioritization of actions. Moreover, given the dire state of government finances the national budget does not have enough fiscal space to fund an ambitious development agenda. Plan implementation will therefore be sequenced based on selection of those priorities which are most urgent and which will provide momentum and have immediate impact on the wellbeing of citizens.

Government will therefore give priority to the following during the first two years of the plan period:

- Governance reform which will be underpinned by constitutional, judicial and legal reforms, and Transitional justice
- Security sector reforms and creating a security apparatus fully subordinate to civilian authority, respectful of human rights and attuned to international standards and conventions;
- Macroeconomic reforms to stabilize the macroeconomic situation to spur growth, employment, and economic revitalization;
- An agriculture-led rural transformation agenda that will address rural poverty, inequitable access to services.

- Addressing the acute crisis related to energy which is not only undermining the wellbeing of Gambians, but also poses a serious impediment to economic revitalization;
- Tackling the crisis in youth employment to stem the flow of irregular migration and provide hope to the country's young people;
- Addressing priorities related to health and education sectors.

Following adoption of the National Development Plan, Government will develop a more detailed implementation and operation plan and sector roadmaps to further prioritize and sequence actions.

### **Addressing regional disparities in access to basic services and strengthening urban planning**

The situational analyses presented in PART II demonstrate the wide gaps in socio-economic indicators between urban and rural Gambia, as well as between its various regions. It is therefore necessary to tailor development interventions to address these differences and more adequately cater for needs of communities. Government will therefore adopt a regionalized approach to development with the principal aim of closing the gap between rural and urban Gambia and between the respective regions, especially between the western and eastern halves of the country. A regionalized approach is all the more important given the fact that a deliberate political strategy of the previous regime was to deny certain parts of the country development outcomes due to their perceived disloyalty.

Government's main strategy will be to revitalize regional development planning which will be used as the main instrument for promoting local development and addressing deepening rural poverty. As part of this process/initiative, government will endeavour to develop rural towns as growth poles with forward and backward linkages to agriculture. Private sector development, light manufacturing and value addition activities will be promoted with the appropriate incentives through tax breaks. The capacities of the LGAs for spatial planning, programme design and management, as well as finance and administration will be significantly strengthened. The needed public infrastructure – roads, electricity – will be enhanced.

At central government level, the functions of the Ministry of Local Government will be reviewed and reoriented to support the regional development approach. Government will launch a vigorous effort to decentralize services to close the poverty gap between rural and urban Gambia. At the sector level, plans will henceforth also factor regional specific issues and differences. Consequently, development of all sector plans will henceforth be required to undertake situational analysis using a regional lens.

Government will initiate a new agenda on integrated urban planning and development to address rapid urbanization, fragmentation in service delivery, and the lack thereof, and ensure that urbanization is an asset for economic transformation. With over 50 per cent of the population located in urban centres, The Gambia is rapidly becoming a highly urbanized society; but has a significant population living in rural areas. It is an imperative for the government to adopt innovative approaches to urban and rural development. An integrated urban planning and development strategy will be developed and implemented with new

institutional arrangements and strengthened capabilities to bring together transport, infrastructure services, environment and waste management and markets for a more comprehensive approach.

### **Alignment of Sector Plans with the National Development Plan**

A challenge currently faced is the multiplicity, lack of coherence and fragmentation in the policy landscape related to development issues. Furthermore, Government will seek to strengthen the links between the NDP and the various sector plans ensuring a tighter alignment between existing or new sector plans with the NDP, in terms of both substance and orientation and the planning cycle. This will reduce variances between what the NDP aims to achieve and the programmes being implemented at sector level to ensure greater coherence of government action with more robust and effective plan implementation.

### **Regional Integration and Cross Border Cooperation**

By virtue of geography and history, The Gambia is socially, culturally and economically closely tied to the West African region, particularly Senegal, but also countries such as Guinea (Conakry and Bissau), Mali and other countries in the Sahel and beyond. Because of this and the small size of the country, regional integration and developing good neighbour relations is key to the Gambia's prosperity and stability. This factor is strongly recognized by the new government and is expressed in the vision outlined in chapter 1 of this document.

Pragmatic measures will therefore be taken by the new government to promote cooperation with surrounding countries, particularly bearing in mind relations with Senegal. Already there are key areas of collaboration in the areas of transport and energy, which are briefly highlighted below. There is scope for considerable expansion into other domains and with other countries.

#### **a) Transport and Trade**

While integration within the region is key for the country's development, the physical and cultural linkages between The Gambia and Senegal makes their bilateral relationships and a well-functioning trade and transport sector especially important for the future of both countries. In this context, amongst key features are both trade and transport North-South (said "trans-Gambian") and East-West (Southern bank) corridors.

The normalization of the relationship between The Gambia and Senegal constitutes a positive opportunity for both countries. For North-South flows, with the construction of the trans-Gambian bridge near Farafenni (completion expected in 2019/2020), the "trans-Gambian" highway is expected to constitute a major corridor of trade and transport in the region. To be fully operational and a success, however, management of the borders between The Gambia and Senegal will need to be substantially improved with, as the case may be, a full application of the TRIE (Inter-State Road Transit scheme). Moreover, the infrastructure of the +/-25 km access roads will need to be upgraded to handle the expected increased

traffic of heavy trucks, as well as management of the maintenance and control of truck weights. APPP approach to operating the whole corridor could potentially be envisaged for the West-East flows.

The infrastructure of the South Bank highway crossing the country from the Port of Banjul to the Senegalese border on the East is in relatively good condition, the operation of the corridor could be improved by reducing the number of controls within Gambia and a full application of the TRIE (Inter-State Road Transit scheme) by the Senegalese counterparts for goods transiting in Senegal to other countries (Guinea, Mali, Guinea Conakry). In the absence of the full application of the ECOWAS regulation on international transport in the region, a bilateral agreement involving both corridors could be reached to the benefit of both countries.

However, it is important that due to the porous borders between these countries, the establishment of an improved border management system will also contribute to more efficient border crossings by legitimate persons and goods, leading to trade, tourism (employment) and economic development.

#### **b) Energy**

The Gambia is currently experiencing a severe electricity crisis and among the measures that have been identified and acted upon is agreement between NAWEC and SENELEC to enable the latter to purchase power from Senegal to address acute power shortage. Furthermore, the country stands to benefit tremendously from the cheap and clean source of power from the OMVG when the plants at Samba Gallo and Kaleta come on-stream in the next few years.

#### **c) Fisheries**

The new fisheries agreement recently signed between Gambia and Senegal indicates the warming relations between the two countries, which will allow Gambia to exploit her fisheries resources more productively.

#### **d) Security cooperation**

Similarly, a security cooperation agreement was also recently signed between the two countries, which will enhance and promote peace and stability and create a much-needed environment to enable the citizens of both countries to prosper.

From the few examples highlighted above, and the experience of the consequences for Gambia's economy from border closures, promoting regional integration and cooperation will be a key strategy in implementing the new National Development Plan.

## Capacity Development

Given the capacity deficit in public sector institutions, Government, parallel to the formulation of the NDP, has conducted a comprehensive capacity needs assessment (CNA) and formulated a capacity development strategy to address the gaps identified. The assessment is targeted 18 MDAs.

The assessment and strategy development complements the Civil Service Reform strategy, and its findings will ensure that a major constraint to plan implementation, apart from availability of funding, is addressed.

### **Box 4.1: Summary of Conclusions and Recommendations of the Capacity Needs Assessment of Gambia's Ministries, Departments and Agencies (MDAs)**

Capacity gaps and development needs are pervasive in The Gambia's public sector institutions. The gaps span all the three levels of capacity (institutional, organizational and individual) and touch all MDAs. A comprehensive strategy to address these is critical if the National Development Plan is to be effectively implemented. In the short term, interventions should focus on the most urgent needs, including the following:

- a) *Implementation of The Gambia Government civil service reform programme*: this is vital order to make the civil service more attractive and professional.
- b) *Addressing the short-term skills gaps through*: (i) *Tapping Diaspora expertise*, focusing on the many well-qualified professionals who emigrated during the draconian regime of the past government; and (ii) *Prudent management of foreign scholarships* to match the capacities required to deliver on the National Development Plan priorities.
- c) *Strengthening leadership and middle management cadre in the civil service*: this in order to strengthen policy and service delivery capacities within the MDAs and transform the civil service into a more results-driven and citizen oriented one.
- d) *Addressing organizational weaknesses in key MDAs*: This can be done through: *reviews and up dating of the legal frameworks and conducting functional reviews of key MDAs* to ensure that they are appropriately governed and structured; and *addressing gaps in functional capacities at the organizational level* pertaining to improvements in financial management, planning, monitoring and evaluation, ICT. A combination of robust training and supply of equipment would be needed.
- e) *Strengthening crossing cutting policy and research coordination capacities in government through the following measures*: *strengthening the newly established Gambian National Think-Tank (GAMNTT)*, as well as ensuring enhanced and coherent *policy and Program Coordination within government*.

For the medium to long term, capacity development interventions should focus on *strengthening the capacity providers (UTG, MDI,) to respond more effectively to the skills gaps identified*. A broader national skills audit including looking at private sector needs should inform the restructuring of the country's middle and higher education system.

### 4.2.3 Plan Inception

Once the plan is officially adopted, Government intends to undertake several critical preparatory activities to ensure a smooth transition from plan preparation to implementation. This will make certain that all the necessary preconditions are in place and on time.

The main inception activities envisaged in the last quarter of 2017 include the following:

- Consultations with key development partners leading to holding of an International Conference on The Gambia;
- Development of Terms of References for the various entities of the institutional framework for implementation and official designation of the various members; and
- Development of first year annual work plans, budgets, and the necessary budget appropriations.

#### 4.3 Monitoring and Evaluation Processes

The Gambia National Development Plan 2018-2021 was developed in close consultation with stakeholders and with active participation of all the technical working groups resulting in a ‘home grown’ national document that is results oriented and focused on key strategic priorities and critical enablers to attain the new Government’s vision for the people.

The Monitoring and Evaluation of the plan will be done at two levels: (i) at the Executive level; and (ii) at sector level, as outlined below.

##### 4.3.1 Executive Level Monitoring and Evaluation Processes

Given the justifiable high expectations of the country’s citizens, the process of monitoring of the implementation of the NDP will not be done on a “business as usual” approach. It is important that the government at the highest level is seen to effectively deliver on its key priorities and there is close monitoring of performance. To accomplish this, the following measures will be put in place:

- a) Setting up of a **Presidential Monitoring and Evaluation System/Presidential Dashboard** that will allow for the monitoring and tracking of selected key results/outcomes of the NDP at the highest level of the Executive. The main aim is to provide tools to the Executive to keep a close watch on progress in achieving the political objectives and development agenda the Coalition government has committed itself to delivering. Further reflection and analysis will be undertaken to deepen and operationalize this concept during the inception phase of the plan, but box 4.1 below outlines some suggestions of the High Level Executive Priorities for the Dashboard.

#### **Box 4.2: The NDP High Level Executive Results/Priorities**

- % of the population below the national poverty line
- % Rate of unemployment between the age brackets of 15-35 years
- A new constitution adopted and amended criminal code
- Electricity generation capacity to fully meet demand
- Macroeconomic stabilization, through reduced domestic borrowing to 1% of GDP
- Close the gap in services between urban and rural Gambia
- Boost productive sectors – especially agriculture, fisheries and tourism



- Improvements in the quality of education
- Improvements in maternal and child health
- Security Sector Reform

b) A *Delivery Unit* in the Office of the President.

A robust Delivery Unit will be established to ensure implementation of these priorities and to render operational the Presidential Dashboard. The rationale for the proposed arrangement is that poor implementation of these priorities will put at risk the gains made arising from the historic transition, which can contribute to instability during this fragile transition phase.

A Senior Presidential Advisor shall head the delivery unit, and work closely with all MDAs concerned to ensure:

- A sustained focus on these Executive level results/outcomes;
- Clear accountability for delivery with appropriate incentives and sanctions;
- Set targets (monthly, quarterly, half yearly and annually) and develop detailed action plans;
- Ensure that the necessary resources are allocated in a timely manner;
- Ensure that the enabling and regulatory environment needed is in place;
- Monitor and drive progress; and
- Ensure effective communication to the general public.

#### 4.3.2 Sector level Monitoring and Evaluation processes

As an integral part of implementing the NDP, an M&E plan including a results matrix was developed where each strategic priority and critical enabler has accompanying goal(s), a set of outcomes, indicators (disaggregated to an appropriate level) with baselines and targets to facilitate the tracking and reporting progress of implementation. This will demonstrate Government's commitment to the people through the implementation of programmes and policies. A Metadata for each indicator was also developed to provide definitions and to serve as reference.

The setting of the results at the outcome level in the NDP shifts the focus to monitoring and evaluating the transformative change in the lives of the people rather than on the activities and inputs. However, this new approach will require the sectors to develop their strategic action plans with outputs and indicators corresponding and contributing to the outcomes in the NDP. There is a strong need to have a robust M&E system to be able to coordinate, monitor and report on the multiple sector plans. As a provisional measure, the Department of Development and Planning at the Ministry of Finance and Economic Affairs will take responsibility to ensure that the ministries/sectors adopt this approach and have a mechanism to monitor progress towards the implementation of the plan.

In line with the coordination of the National Development Plan, the M&E process will have a strong component on for the dissemination of information and feedback to stakeholders in order for timely corrective measures when necessary. The M&E information derived from the sectors at annual reviews will be channelled through to the High Level Multi-Stakeholder Steering Committee, National Technical Committee, as well as other relevant structures, such as the Gambia National Think Tank (GAMNATT) to further influence policies and programmes.

The M&E system to be utilized and effectively managed must be decentralized to the regional level to create and/or strengthen linkages and synergies between the central level government and the Regions through the Regional Technical Advisory Committees. Most of the interventions will take place in the regions and key performance information must be shared within government and its partners including the media and civil society organizations. The greater the participation in the M&E process, from the information collection, analysis through to dissemination, the more effective and efficient the M&E process.

To ease Government's burden in monitoring and reporting progress of the international and regional agreements the indicators in the NDP were closely matched to those from the SDGs and Agenda 2063. The aim is to have a national M&E process that is uniform and a "one stop shop" for all information on both national and international plans and agreements.

To meet the growing demand for information and accurately report on the progress of results on a timely basis, the following key activities have been identified:

- **Annual review of progress:** this will be conducted with the Thematic Working Groups (TWGs) on an annual basis preferably before the end of year to inform the annual budget preparation and to enhance transparency and accountability in the management of national resources. It will involve active participation of the relevant sectors monitoring and reporting on the set of agreed indicators in the plan. There are 141 indicators for the strategic priorities 48 critical enablers and 59 outcomes.
- **Tools:** A formatted template for reporting should be drafted and adopted as a key tool for reporting on the progress towards achievement of the results for the plan. This will ensure that all the information needed is captured, that there is uniformity; and it is can easily be input in a web-enabled database for easy access and public consumption.
- **Evaluations:** A mid and end-term evaluation will be held to determine lessons learned and the relevance, efficiency, effectiveness, impact and sustainability of programmes and policies outlined in the NDP. The mid-term evaluation will be held in late 2019 and the end term will be held in 2021.
- **Capacity Building:** A capacity needs assessment needs to be undertaken to evaluate the current capacity of Planning and M&E staff at the MDAs in Results Based Management (RBM). Subsequently, based on the results of the evaluation, a training package should be provided that includes: (i) M&E applications, methods, tools, and frameworks; (ii) Results Based management; and (iii) National M&E process, including the forms and reporting formats for the plan.

For the M&E system to work, efforts are needed to (i) harmonize and align sector strategic and action plans, (ii) improve infrastructure, and (iii) build capacity. There is a need for staff to upgrade their skills and knowledge on emerging concepts in M&E. Government must continuously develop the capacity of M&E staff or personnel tasked to implement M&E plans. The M&E Thematic Working Group can develop or compile a complete M&E guidelines which will have existing M&E-related guidelines, some simple RBM tutorials, and samples of M&E forms and checklists and these should be made available to all the MDAs.

The National Audit Office (NAO) has an important role in the implementation of the National Development Plan by being a key partner in the M&E processes in the NDP. They have a lead role in monitoring and auditing of Government's public expenditure management, performance appraisals and sharing findings with the National Assembly, as well as the institutions tasked with coordinating the implementation of the NDP. The NAO will be instrumental in pushing forward reforms towards improving budgeting and the degree of compliance with Government's rules regarding programme/project management.

The Gambia Bureau of Statistics is the mandated Government body responsible for data collection, analysis, compilation and dissemination of all major surveys, studies and systematic compilation of statistics and indicators from all major sources of data. The bureau therefore chairs the M&E TWG and will play a crucial role in ensuring that quality data is produced and made available in time to meet the demand for monitoring and reporting of the NDP. It is imperative for the Bureau to develop and implement a National Strategy which includes a strictly adhered to calendar of major surveys and censuses as part of the M&E system.

A web-based database will be housed and managed by the Gambia Bureau of Statistics. The database will provide a common and centrally located database for the storage and easy retrieval of data on key development indicators for the country. Several government personnel, UN staff and CSOs will be trained on the use of the tool and the database can further be utilized and expanded as a data hub connecting all the existing Government information systems to serve as an M&E system for the NDP. This M&E system when established should be able to provide disaggregated information at a click of a button, which will help in the planning, designing, monitoring and evaluation of policies and programmes and the budget allocation process for government, development partners and civil society organizations.

The challenges for the M&E process will be how to meet the demand for information at the right time. The culture and attitude of most Government MDAs when it comes to M&E is that it is always an addendum and not given the necessary support that is required. M&E should be costed and budgeted for as it has significant cost implications. There needs to be an intensive capacity building on Results Based Management for planning units in Government. An M&E champion would be identified among the top Government executives to lead the advocacy and emphasizing the importance of M&E as a management tool for good governance, effective development planning, evidence-based policy making and greater public accountability.

#### 4.3.3 Strengthening Government - Citizens' Engagement

The new government sees itself as an open and transparent one that communicates and engages its citizens. To build trust and strengthen legitimacy, government must engage its citizens in a different way, particularly given the experience of bad governance.

A government that has a good relationship with the public will formulate better policies, deliver better services, and achieve more sustainable development outcomes for society. Gambians are getting more educated, media savvy and more demanding of their government. Similarly there is a concern regarding how government can communicate more effectively with the citizens of the country and how it can more effectively get its key messages across to the population. Government will therefore continuously monitor and seek to understand public perceptions when developing policy and improving service delivery. This will result in better policies and service delivery.

In this respect government will pursue the following strategies during plan implementation to strengthen accountability and build mutual trust and transparency with citizens:

- a) All public institutions will be required to develop and publish Service Charters, which will outline the standards of service delivery citizens can expect, within the first year of plan implementation. They will be tasked with conducting regular surveys – through citizens' score cards to gauge citizens' perceptions to improve and enhance service delivery;
- b) Government to better articulate its messages will undertake public campaigns on key policy issues and messages to mobilize public action. This will be done through simple messages using posters, banners, pamphlets, public education talks, radio and TV;
- c) Government will set up forums for citizens' engagements and create opportunities for citizens to interact with public officials at all levels. This will be done through town and village hall meetings, dialogue forums, panel discussions, focus group discussions and other mechanisms such as meet the people tours;
- d) Government will establish digital platforms to strengthen engagement. A growing number of Gambians have access to the Internet and social media/digital platforms (e.g. Facebook, Twitter, Instagram, YouTube). Social media was a valuable tool in the fight to end years of tyranny and dictatorship and must now be used to promote development;
- e) To build public interest on policy issues, government will establish a "Feedback Unit" whose purpose would be to build the social media platforms to ensure a more active and engaged public. A robust social media policy will be developed based on international best practices and benchmarking; and
- f) Government will endeavour to create a new mind-set among public officials such that they have citizen-centric mind-set and are ready and willing to respond positively to public concerns.

The Ministry of Communication and Information will play a crucial and central role in this and it will be appropriately retooled to ensure that it has the right capacities and capabilities. All sector ministries and

government and public sector institutions will be required to establish citizen-government engagement platforms.

#### 4.4 Plan Costs

To ensure full realization of the National Development Plan (NDP), Government has formulated a Financing strategy, which is presented in a separate document. The total gross budget, without accounting for available resources, stands at \$US2.4 billion. The main cost drivers are energy and infrastructure (57 per cent), agriculture (11.2 per cent) and human capital (8.34 per cent). Combined, the three strategic priorities account for 76.5 per cent of the budget. With respect to the highest cost driver, which is infrastructure and energy, most of the financing will be acquired through PPP and other innovative financing models.

Government has identified flagship and priority projects for implementing the plan (see Annex 4A and 4B). The total cost of these flagships and priority projects, after accounting for committed resources is \$US 1.6 billion, of which \$US 157 (9 per cent) is expected to be government contribution, \$US 1.0 billion (62 per cent) from ODA and \$US 471 (29 per cent) from private sector investments – see Table 4.2. Fuller details are provided in the Financing Strategy of the National Development Plan.

Table 4.2: Summary matrix of NDP funding gaps and sources

	Total Budget \$US ('000,000)	Committed Resources \$US ('000,000)	Funding Gap \$US ('000,000)	Financing Modality \$US ('000,000)		
				Government	ODA	Private Sector
<b>Strategic Priorities</b>	2,053	670.66	1382.37	123.54	816.98	441.85
<b>Critical Enablers</b>	345.72	79.72	266.00	33.48	206.45	29.29
<b>Total</b>	2398.75	750.38	1648.37	157.03	1023.43	471.15

## PART II: Situational Analysis and Diagnosis

PART II of the document presents detailed situational analyses and diagnosis of The Gambia's governance, economic, social and environmental sectors. It covers the following chapters:

- ❑ Chapter 5: Governance, Decentralization and Public Institutions;
- ❑ Chapter 6: Overview of the Economy highlighting the macroeconomic situation, as well as reviews of the productive sectors such as agriculture and fisheries, tourism, infrastructure & energy, private sector development, trade and regional integration;
- ❑ Chapter 7: Social sector dealing with education, health (including water and sanitation and nutrition), social protection, youth, women, civil society and the diaspora;
- ❑ Chapter 8: reviews the state of Gambia's environment (including climate change), disaster risk reduction and land use; and
- ❑ Chapter 9: Regional demographic and socio-economic profiles.

Chapters 5-8 also identify the key issues that the plan needs to address for the various sectors. Chapter 9 draws upon data from the Integrated Household Survey (IHS 2015/16), the Demographic and Health Survey (DHS, 2013), the Multiple Cluster Surveys (MICS 2013) and the 2013 Census, to establish regional, demographic and socio-economic profiles of the eight Local Government Areas (LGAs) of the country. The policy implications of these findings are highlighted.

PART II of the document is based on inputs from all the 13 Thematic Working Groups set up to prepare the plan, as well as contributions from the UN system, World Bank Gambia sector specialists, IMF and other stakeholders such as civil society, the private sector, the Migration and Sustainable Development in The Gambia Project (MSDG/GKP), as well as extensive documents review and analysis by the NDP Technical team. Finally, in a one-day working session involving The Gambia Bureau of Statistics (GBOS), the Directorate of Development Planning (DDP/MoFEA) and the NDP Technical Team, all the data and analysis in the document was vetted for consistency and accuracy.

## Chapter 5: Governance, Decentralization and Public Institutions

### 5.1. Introduction

The centrality of governance to the historic transition experienced by The Gambia cannot be overemphasized. The main driver of the change process was without doubt a consequence of decades of bad governance, which in turn translated into the broken and dysfunctional economy inherited by the new government. This chapter therefore makes a detailed analysis of the governance sector in order to identify the key issues that need to be addressed to consolidate democracy and restore good governance in the country. Two other critical components also reviewed are the state of Gambia's public institutions and issues and challenges related to the decentralization agenda.

### 5.2. Governance and Security Sector

Good governance, justice and respect for fundamental human rights are important national objectives set out in the 1997 Constitution of The Gambia. By this act, the country signalled recognition of the positive co-relation between good governance and private sector-led growth, poverty reduction, inclusive service delivery, and economic and socio-political stability.

Notwithstanding, over the past two decades the country witnessed widespread deterioration of governance and the rule of law – leading to gross human rights violations, political fragility, economic instability, growth volatility and widening inequality. During 22 years of authoritarian rule, average Gambians were held hostage to a deplorable system of governance where intimidation and coercion, favouritism across ethnic lines and diversion of public resources (especially through State Owned Enterprises - SOEs) for political purposes reigned supreme.

Not surprisingly, the country observed declining trends across various governance indicators. The Global Competitiveness Report 2015-16 ranks The Gambia 123 out of 138 countries and in the Mo Ibrahim index, the country's ranking declined from 19th to 35th of 54 African countries between 2009 and 2016, with scores below the regional average for both rule of law and accountability. Similar trends were observed across the six dimensions (voice and accountability; political stability/absence of violence/terrorism; governance effectiveness; regulatory quality; rule of law and control of corruption) of the Worldwide Governance Indicators.

Key features of the political and economic governance environment under the previous regime include but were not limited to the following:

- A dominant Executive that subjugated the legislative and judiciary branches of Government, unlawfully influenced their decisions, and rendered ineffective the checks and balances to authority inherent in modern societies.
- Although the 1997 constitution grants financial and administrative autonomy to the judiciary it was subjected to political interference in all aspects of its work – to the extent that public

confidence declined, justice delivery was perverted and slow, and there was a marked deficit in access to justice. Other alternative sources of justice such as the Ombudsman, National Agency for Legal Aid and the Alternative Dispute Resolution Secretariat were not properly funded resulting in weak execution of their respective mandates.

- While the National Assembly was democratically elected, the President nominates its Speaker and Deputy Speaker, who dictate legislative activity. The National Assembly during the years of dictatorship was a 'de facto' extension of the Executive Branch; it exercised limited power and served essentially to sustain the repressive governance that prevailed. In a marked departure from the past, the newly elected National Assembly has demonstrated a serious intent to hold the Executive to account (despite the majority being of the ruling part) by raising 180 questions during just one out of its four annual sessions, as compared to only 17 questions raised by the previous Assembly during 22 years of dictatorship<sup>30</sup>.
- Restrictive laws limited freedom of expression while coercive legislations also stifled freedom of the press. The 2016 Freedom House Index rated The Gambia as "not free" with a score of 6.5 out of 7 (7 worst) in civil liberties and political rights. Access to information was limited, which impeded the capacity of citizens, including some 180 registered NGOs, to substantively engage in policy dialogue and oversight.
- The right of citizens to democratically choose their political representation was unduly controlled by the ruling party, as well as by the denial of development to communities that voted for the opposition; and there was a general intolerance to opposing views within the national discourse. Similarly, citizens – the rights holders - were unable to hold Government (as the duty bearer) to account, resulting in a Government that acted with impunity and was noted for its excesses.
- The quality and effectiveness of all public institutions deteriorated and weakened and their ability to be an effective vehicle for progress was diminished. This impacted negatively on service delivery and the government's ability to attract private sector investment.
- Poor economic governance led to serious lapses in economic management, which had a significant impact on the macro-fiscal stability of the country. The undisciplined fiscal practices were evidenced by uncontrolled domestic borrowing to fund Government excesses, frequent use of supplementary budgets to access significantly higher levels of total revenues than initially appropriated in the original budget, and outright theft and the plunder of public resources.
- There was poor oversight, management, corporate governance, and accounting practices by State-Owned Enterprises (SOEs) resulting in wastage of state resources, while providing a platform for corruption and political patronage. An Anti-corruption Bill was presented, but never passed. According to Transparency International, The Gambia's ranking on the Corruption Perception Index fell from 91st (out of 178 countries) in 2010 to 123<sup>rd</sup> (out of 168 countries) in 2015.

The legacy of poor political and economic governance and declining public-sector effectiveness added to the fragility and challenges associated with the country's armed and security services, whose actions were

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<sup>30</sup> Source: Interview with the Clerk of the National Assembly (August 2017)



predicated largely on coercion and submission, harassment, arbitrary arrests, torture, and extra-judicial killings. Gambians lived subservient to the security needs of a repressive regime that saw its citizens as a key source of insecurity, while for the citizens the state was the foremost source of their insecurity.

The years of dictatorship and the political impasse divided and created distrust among communities who hitherto co-existed peacefully and harmoniously. The mistrust created still lingers and requires an urgent response to promote peace, and national reconciliation in the context of transitional justice.

### 5.3. Decentralization

The 1997 Constitution provides for decentralization by devolution of some central government functions to local governments. These constitutional provisions led to the Enabling Policy and Legal Framework on Local Government Reform in The Gambia, and to the enactment of the Local Government Act (2002), the Local Government Staff Service Rules (2003), the Local Government Finance and Audit Act (2004), the Decentralization Policy (2007) and Local Government Service Commission Regulations (2010).

The objectives of the decentralization program, established in 1980 are to give communities a more inclusive role on the utilization and management of local resources. This has undoubtedly increased participation and enhanced accountability of decision makers to the public. The decentralization agenda extends the process of democratization to the local levels and promotes a community-based approach to development, including assistance to migrants, especially youth, returning to The Gambia.<sup>31</sup>

The decentralization of central functions to regional levels and to autonomous elected local governments is a key part of the Local Government Act 2002 (amended in 2015). It brings decision making closer to the people (as voters, consumers, and tax payers) to ensure that decisions made reflect local needs and priorities, resulting in more economical and efficient allocation of resources and service delivery.

The decentralization program started well with an initial surge in support from development partners, strong political will, and commitment from government. However, in the past few years, with a gradual waning of donor support and a tight government budget, the much-anticipated government support has not been forthcoming; as such the decentralization process has stalled. In addition, the momentum waned due to domestic issues around political will, inadequate funding, low competences in councils, role conflicts between the centre and the periphery and between councils and new semi-autonomous entities.

### 5.4. Public Sector Institutions

Effective public-sector institutions will make the difference in the success of the country's development agenda, as they are a significant "game changer" in the current Government's compact on delivering good governance, accountable and exemplary leadership to the country's citizens. Leading this are (i) civil service reforms; (ii) public financial management reforms and (iii) state enterprises reforms.

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<sup>31</sup> Reintegration assistance can be community-based assistance, so that returnees are empowered to engage into projects that will aim at strengthening their communities/local development - IOM

This section deals with civil service reform – aspects related to public finance management reforms and state enterprises reforms are treated under the macroeconomic management section.

### **Civil Service Reform (CSR)**

The improvement of the Gambia's civil service has been a continuing programme that has yielded some achievements over the past five years. Government initiated the Civil Service Reform Programme (CSRP 2012-2015) to improve operational efficiency and reduce transaction costs through automation of government business processes and archiving through the installation of e-Government platform; building human resource capacities of ministries and staff; and review of the pay and grading system.

However, success in the present circumstances will depend on how government manages the quality and quantity of the public sector's physical, financial, and human resources, which have been depleted by years of mismanagement and neglect as outlined below:

- a) The multiplicity of ministries, agencies, departments, and functions has led to a bloated civil service characterized by poor coordination, inadequate synergies, and duplication of interventions.
- b) Lack of a performance management system, inadequate programming capacity and generally low pay and pension scales has led to low productivity, which was further worsened by politicized recruitment and promotion processes and sparse conduct of capacity gaps assessments.
- c) Apart from a few exceptions, notable, among which, is the Integrated Financial Management Information System (IFMIS), most Government transactions are anchored on inefficient manual processes. This is despite the existence of an e-Government platform (since 2003), which remained largely under-utilized due to limited access, weak technical competences, and limited Internet connectivity.
- d) At an individual level, insecurity of tenure and limited recourse to administrative judicial channels during the past 22 years of repressive government had led to high attrition rates and an increasingly junior workforce.
- e) With the change in government, only a handful of high-level political figures have a working knowledge of the country's public administration. While this offers an opportunity to make a decisive break with the policies and values of the previous government, it also complicates reform efforts, as many of the political figures tasked with implementing reforms have limited experience with the public sector and lack strong working relationships with career public servants.

Table 5. 1: Key Issues to address in Governance, Decentralization, and strengthening Public Institutions

Thematic Area	Key Issues to Address
<i>Governance</i>	<ul style="list-style-type: none"> <li>● Constitutional and judicial reform, abrogation of repressive legislation and restoring the balance between the three arms of the state is of vital importance in the transition to a modern, rules-based, and democratic society;</li> <li>● Strengthening the capacity of key democratic institutions, such as, the National Assembly and enhancing the capacity and independence of the Independent Electoral Commission is needed to deepen the culture of democracy and good governance;</li> <li>● Reinstating the rule of law, reform, re-direction, and respect by all for the civil rights of every citizen is a necessity;</li> <li>● Restoring the independence and strengthening the capacity of the judiciary to ensure the fair and timely delivery of justice is critical to enhance access to justice for all;</li> <li>● Rebuilding the capacity of the country’s political and economic governance institutions at all levels is imperative;</li> <li>● A new social compact between the people and its government is required to address constraints felt by all citizens including renewal of the whole civil society movement through positive supportive legislation, capacity building, accountable management, and access to resources; and</li> <li>● Freedom of expression and freedom of access to information have been weakened by the past regime and must be reinvigorated to strengthen on-going democratization.</li> </ul>
<i>Security Reform</i>	<i>Sector</i>
	<ul style="list-style-type: none"> <li>● Absence of a National Security Policy clarifying the mandate and functions of the different security institutions and the way they should coordinate their actions;</li> <li>● The constitutional provision on the composition of the National Security Council specifying the CDS, IGP and DG-SIS as members. However, there should be a constitutional provision to co-opt other security institutions Heads as necessary;</li> <li>● Incomplete coverage of the National territory by the security forces;</li> <li>● Inadequate linkages and networks between Justice and law enforcement actors including the prisons for effective security and justice delivery;</li> <li>● Inefficient use of both human and material resources and lack of prioritisation of needs;</li> <li>● Lack of policies within the various security institutions;</li> <li>● Insufficient inter-agency coordination, information sharing and cooperation.</li> <li>● Prevalence of acute capacity challenges (knowledge, skills and equipment);</li> <li>● Unjustified appointment and unfair dismissal of security chiefs, senior and junior officers during former regime;</li> <li>● High attrition rate in the security and justice sectors due to low salary, poor welfare and lack of motivation;</li> <li>● Wide-spread indiscipline, corruption and patronage within the security institutions as well as low levels of accountability;</li> <li>● Legacy of undue influence from within the security institutions as well as political interference of some stakeholders and lack of transparency in decision-making processes thereby negatively impacting on the functioning of the sector.</li> <li>● Lack of precision in capturing the security situation due to inefficient data collection, analysis and management.</li> <li>● Inadequate financial and budgetary support and lack of planning and prioritisation in the utilisation of resources.</li> </ul>

*Decentralization*

- A gradual waning of political will, inadequate funding, low competences in councils, role conflicts between the Centre and the periphery and between councils and new semi-autonomous entities, dwindling donor support and a tight government budget has stalled the decentralization process;
- Most LGAs have weak planning, budgeting, and implementation capacities; and
- The revenue base of LGAs is weak.

*Public Institutions*

- A bloated civil service characterized by poor coordination, inadequate synergies, and duplication of functions due to multiplicity of Ministries, Departments and Agencies;
- Low productivity within the Civil Service because of a lack of performance management systems, generally low pay and pension scales and inadequate programming capacity among civil servants;
- The pervasive politicization of recruitment and promotion processes;
- Most government transactions are anchored in inefficient manual processes;
- High attrition rates and a relatively junior workforce, which came about because of unsecured tenure and limited recourse to redress mechanisms when disputes occur, must be urgently addressed; and
- With the change in government, only a handful of high level political figures have a working knowledge of government.

## Chapter 6: Overview of the Economy

### 6.1 Introduction

The new Government has inherited an economy in a perilous state, because of corrupt and dictatorial governance, external vulnerabilities and the recent political upheaval following the December 2016 Presidential elections. Among the immediate challenges faced by the country are fiscal imbalances, rising public debt, external shocks, and sluggish GDP growth due to poor performance of agriculture and tourism.

This chapter presents a detailed overview of the state of Gambia's economy and reviews the performance of key productive sectors, such as, agriculture, fisheries, tourism, infrastructure, and energy, as well as private sector development. It identifies the key issues to be addressed by the plan based on the analysis and overview presented.

### 6.2 Macroeconomic Situation & Economic Management

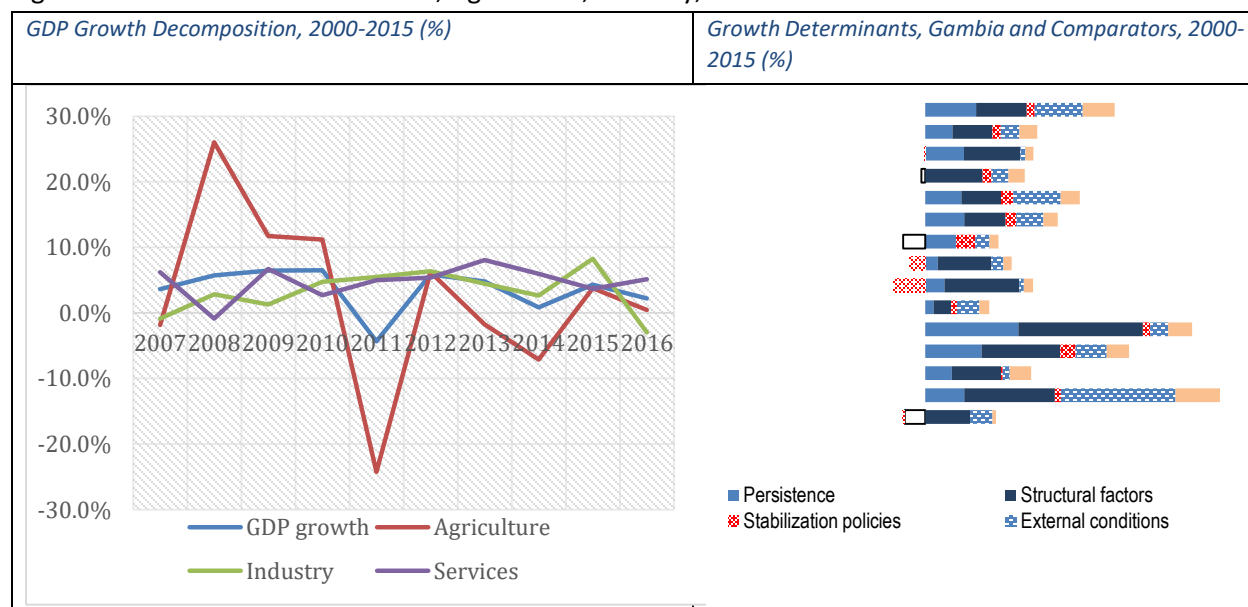
#### 6.2.1 Overview and Recent Developments

##### **GDP Growth**

The Gambia has been able to achieve an average GDP growth rate of about 3.6 per cent over the past decade (2007-2016), fluctuating from a high growth rate of 6.5 per cent in 2010 to negative growth of -4.3 per cent in 2011. Following a series of exogenous shocks and a tumultuous political transition, GDP growth rate fell from 4.3 per cent in 2015 to 2.2 per cent in 2016 (Figure 6.1).

The country's largely rain-dependent agricultural sector is highly sensitive to weather patterns, and in 2016 an unusually short rainy season cut agricultural production by at least 50 per cent. Meanwhile, spill over effects from the regional Ebola crisis damaged the tourism sector, which accounts for about one-fifth of GDP (World Bank Gambia 2017). Also in 2016, a 3-month border blockade by Senegalese transporters negatively impacted economic activity. The political crisis in the final months of the year compounded these shocks, disrupting transit trade, manufacturing, and mining activity. An uncertain political climate caused tourist arrivals to fall 20 per cent below expectations by the end of the year, though arrivals remained above their 2014-15 levels.

Figure 6.1 Annual GDP Growth Rate, Agriculture, Industry, Services



Source: World Bank Gambia 2017

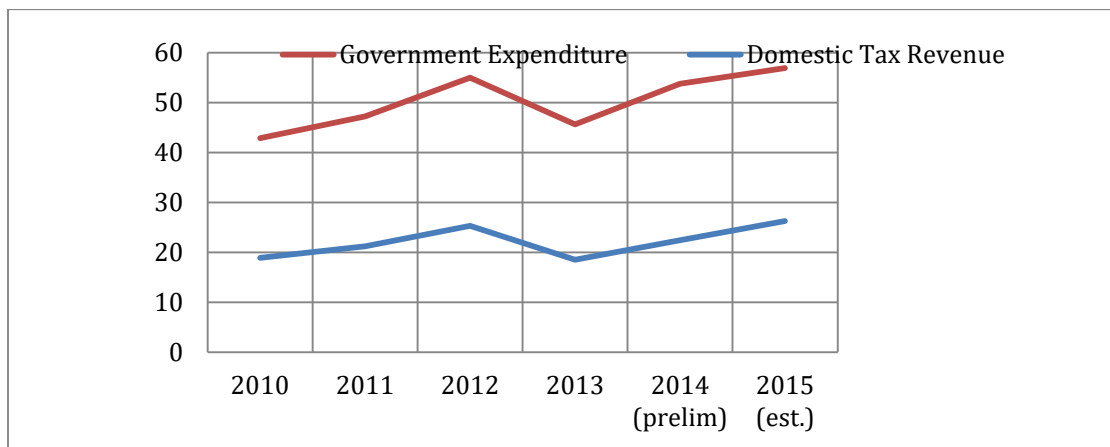
Inappropriate macroeconomic and fiscal policies further slowed economic growth in recent years. The previous government’s heavy reliance on domestic financing to cover an unsustainable structural fiscal deficit combined with unpredictable shifts in monetary and exchange-rate policy led to a sharp rise in the public debt stock and acute shortages of foreign exchange. Poor macroeconomic management cut the per capita GDP growth rate by 0.4 percentage points each year from 2000 to 2015 (figure 6.1)

### Fiscal Deficit

The Gambia’s economy and macroeconomic stability is vulnerable to various risks and structural constraints. In addition, short-term domestic borrowing has largely financed the persistent fiscal deficits.

Rising expenditures and faltering revenues widened the budget deficit from 8.1 per cent of GDP in 2015 to about 9.8 per cent in 2016. The shocks to the tourism and agricultural sectors sharply reduced tax revenue, and a deteriorating business environment forced firms to close. In 2016, public debt-service payments absorbed 42 per cent of government revenue, totalling 7.7 per cent of GDP. The previous government executed large unbudgeted expenditures to bolster the financial situation of certain state-owned enterprises (SOEs), which continue to represent a key source of fiscal risk. Poor SOE management including the previous regime’s embezzlement of over US\$100 million in SOE funds during the past three years alone has severely undermined the financial viability of the sector. High interest rates have also strained SOE finances, prompting repeated quasi-fiscal transfers to prop up the sector. An extensive network of cross-debts between the central government and SOEs complicates public financial management and further weakens the financial viability of SOEs – see section on SOEs for further details.

Figure 6.2: Fiscal Deficit



Compilation by DDMEC

### Public Debt

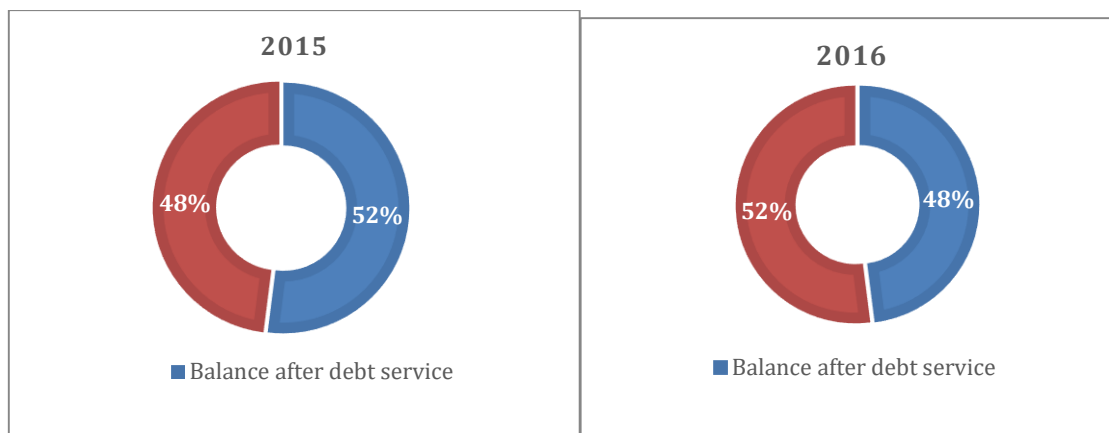
The total public debt stock increased from 83.3 per cent of GDP to 120.3 per cent between 2013 and 2016. The external public debt stock is estimated at 52.4 per cent of GDP and is largely concessional<sup>32</sup>. However, the domestic debt stock rose from 37.1 per cent of GDP in 2013 to 53.9 in 2015 and reached 67.9 per cent in 2016. Rollover risks are high, as more than 62.4 per cent of domestic debt consists of T-bills with maturities of less than one year and the short-term foreign currency debt to reserve ratio is also high at 31.6%, due to external obligations. Roughly 37 per cent of the domestic debt stock is made up of “non-marketable” bonds in the central bank portfolio. In December 2016, central government liabilities to the CBG were consolidated into a single 30-year bond at a 5 per cent interest rate to be paid off in 60 biannual instalments starting in March 2017.

As a proportion of total debt service, the external component declined from 36.6 per cent to 22 per cent while the domestic portion increased from 63.3 per cent in 2015 to 78 per cent in 2016. This indicates a decline in external debt service payment for the past year whereas the debt service payment on domestic debt for the same period increased drastically.

Total debt service as a percentage of total domestic revenue increased from 47.8 per cent in 2015 to 52.3 per cent in 2016. The percentage change in the proportion of debt service to revenue was due to an increase in debt service payments over the year from GMD 3.6 billion to GMD 3.99 billion while total revenue remains almost the same for 2015 and 2016.

<sup>32</sup>The main external creditors include the Islamic Development Bank (20.4 per cent of the total external debt); IDA (11.7 per cent), the African Development Fund (8.0 per cent), the International Monetary Fund (7.8 per cent) the Arab Bank for Economic Development in Africa (7.8 per cent), and the Kuwait Fund for Arab Economic Development (6.6 per cent). External debt maturities range from 20-37 years, with a 5-to-10-year grace periods and annual interest rates of around 1.5 per cent, implying a “grant element” of around 35 to 60 per cent.

Figure 6.3: Debt service as a % of total domestic Revenue



Reduced income from foreign exchange, a depreciating currency, and a widening current account balance by themselves are a challenge for a country seeking to reduce poverty through growth and job creation. In small amounts, debt can serve as a good policy tool and allow for stable tax rates while the country tries to increase the tax base. In large doses, domestic debt can crowd out the private sector and ultimately have an adverse effect on the economy.

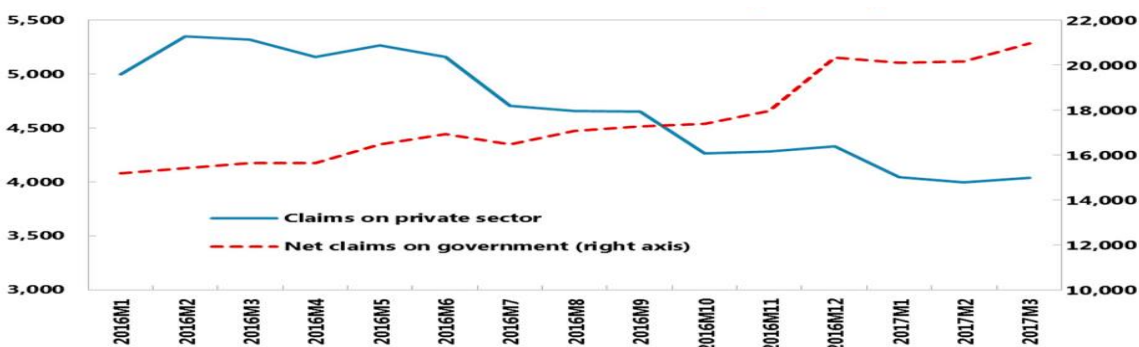
### Monetary Policy

The Central Bank of The Gambia (CBG) remains committed to the attainment of its principal objective of monetary and price stability, as well as ensuring a sound and efficient financial system. However, in the past the repeated monetization of the deficit has undermined the effectiveness of monetary policy. Over the past few years, unsustainable fiscal policies and repeated recourse to CBG advances had weakened the effectiveness of monetary policy. After contracting in 2015, the money supply increased by 15.3 per cent in 2016 as net credit to the government increased by 24.8 per cent.

Elevated interest rates (including yields on government securities) have crowded out private sector credit (figure 6.4), which has registered negative growth rates for two consecutive years. At 14.7 per cent of GDP, credit to the private sector is well below the regional average of 58.7 per cent. Evidently, domestic banks were more willing to lend to the government at 19 per cent (1-year Treasury Bills) than to the private sector. The result is that sectors such as industry, tourism and agriculture have adversely suffered, being starved of the necessary funding to expand their businesses.



Figure 6.4: Claims on Government (net) and on the Private Sector (in millions of GMD)



Source: IMF 2017

Through ad hoc executive directives, the former government imposed and lifted overvalued exchange rates on several occasions. The fixed exchange rate had exceeded the market rate by more than 20 per cent, and the shift to a floating exchange rate caused the Gambian Dalasi to depreciate by an estimated 10.4 per cent in nominal terms during 2016.

### Balance of Payments (BOP)

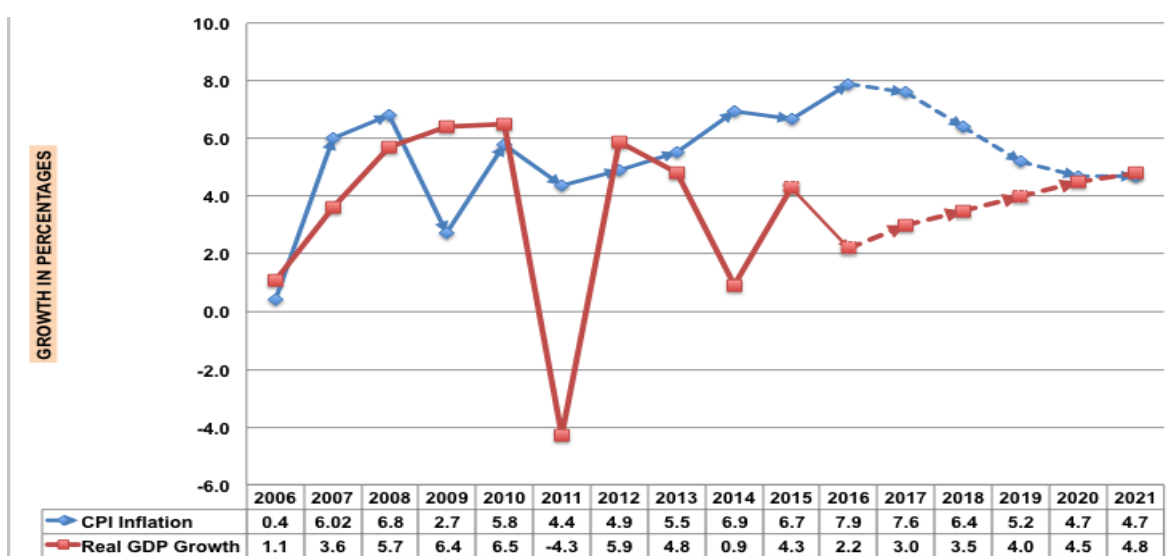
The Gambia is a net importer with a current account deficit that has persisted over the past 30 years (CCA 2015). This has led to the depreciation of the Dalasi and loss of reserves by the CBG in its bid to fill the gap and protect the Dalasi. In recent times, more favourable terms of trade, a moderate rebound in tourism exports, and a sharp decline in imports almost halved the current-account deficit (CAD) to 8.9 per cent of GDP in 2016. Both tourism and transit-trade receipts recovered from the effects of the regional Ebola crisis and the transport blockade. The US dollar value of good imports fell by 11.8 per cent in 2016, reflecting lower oil prices, slower economic growth, and foreign-exchange shortages, while the modest recovery of the tourism sector boosted the services-account surplus. Despite a decline in official transfers, the falling trade deficit narrowed the current-account deficit (including grants) from 15 per cent of GDP to just less than 9 per cent.

Despite the narrowing CAD and the return to a floating exchange-rate regime, The Gambia's international reserves remain severely depleted. Recurrent policy slippages caused a marked slowdown in loan disbursements in 2016, contributing to a further decline in international reserves. As at end-December 2015, gross international reserves amounted to US\$76.0 million, equivalent to 1.7 months of import cover, lower than the US\$111.6 million, or 4.5 months of import cover in December 2014. Net usable international reserves (excluding the IMF reserve position) fell by more than two-thirds to 0.6 months of goods and services imports. This estimate includes about US\$32 million in CBG reserve swaps with domestic banks, which represent over half of gross reserves.

## Inflation

Headline inflation, as measured by the national Consumer Price Index (CPI) increased to 7.9 per cent in December 2016, from 6.7 per cent in December 2015, driven by higher food prices, sharp exchange rate depreciation and persistent monetization of the fiscal deficit by the CBG. Consumer food inflation accelerated from 7.6 per cent to 8.8 per cent, due largely to supply disruptions attributed to poor weather conditions during the cropping season. Similarly, non-food inflation rose from 7.6 per cent to 8.8 per cent during the period, reflecting increases in prices of clothing, textile and footwear.

Figure 6.5: Real GDP versus CPI (\*2007-2016)



Source: MoFEA, 2016

## Financial Sector

The financial sector is relatively stable, but commercial banks' exposure to government debt poses significant risks. Commercial banks hold 75 per cent of all T-bills as of December 2016, and at least 61 per cent of commercial bank assets were directly or indirectly exposed to sovereign risk. Financial-soundness indicators present a positive image, with a capital-adequacy ratio above 33 per cent and a non performing-loan ratio below 10 per cent.

Over the years, there have been some developments in The Gambia's financial system, such as, the modernization of the payments system, the introduction of electronic means of payments, and increased competition. However, the lack of a capital market leaves a huge vacuum in the country's financial sector. This means that the financial instruments that are needed for investments with long maturity periods are scarcely available. A capital market will be instrumental for the pooling of financial resources needed to transform the country from a developing country to a middle-income country status. Deep, liquid capital markets are fundamental to economic growth because they help channel the domestic savings of a nation

to their most productive uses, and in so doing enable the private sector to invest, produce, and create jobs.

### 6.2.2 Macroeconomic Outlook and Debt Sustainability

Gambia's real GDP growth is projected to accelerate over the medium-term, driven primarily by agriculture and the service sector. In 2017, normal rainfall patterns and the continued recovery of the service sector are expected to push the GDP growth rate to 3.0 per cent. Agricultural activity is projected to increase over the medium term, spurred by investments in irrigation schemes and the development of value chains for groundnut, cashew, sesame, rice, and horticultural projects as part of the new NDP strategy. While tourism activity is expected to rebound as the disruptive impact of the political crisis wanes, this will be a gradual process, and the reputational effects of the crisis are expected to linger.

The continued implementation of structural reforms and projects outlined in the NDP will accelerate growth in construction and the service sector, and improving the energy supply is among the government's top priorities. However, industrial activity remains subdued in 2017. Overall, the GDP growth rate is projected to gradually increase to 3.5 per cent in 2018 and 4.5 per cent in 2020, exceeding its 10-year average of 3.6 per cent. The anticipated completion of a regional hydropower project in 2020 will further accelerate economic growth over the long-term.

The generally positive economic outlook will hinge on the country's ability to restore and maintain macroeconomic stability and improve the efficiency of the public sector. Key objectives of government will include sharply reducing domestic financing of the deficit, mobilizing external concessional resources, continuing a gradual fiscal consolidation from 2018 onward and stabilizing inflation under the 5 per cent target.

Improved macroeconomic stability and enhanced public-sector efficiency are expected to have a significant positive impact on the supply side of the economy. Reduced reliance on domestic borrowing should drive down interest rates and facilitate an increase in credit to the private sector, while clearing domestic arrears will further increase private-sector liquidity. The government has begun reviewing the financial status of SOEs, and SOE reform will help improve the delivery of essential services, particularly in the energy and information-technology sectors. Meanwhile, more predictable macro-fiscal policies are expected to help restore investor confidence and create the fiscal space necessary for public investment in physical and human capital.

Government has lowered the fiscal deficit target (including grants) from 9.8 per cent of GDP in 2016 to 2.5 per cent in 2017. Cabinet and National Assembly have approved a revised 2017 budget, which cuts expenditures by 1.3 per cent of GDP from their 2016 level, despite including a subsidy of 0.7 per cent of GDP to cover NAWEC's debt service arrears. While the new budget protects health and education spending, it cuts spending on the President's Office, foreign embassies, government travel expenses, and

public works. The elimination of ghost workers through an audit of the public payroll had closed the remaining financing gap by reducing personnel expenditures in 2017.

Reforming mismanaged revenue sources and selling certain state assets are sustainably restoring the long-term fiscal dynamics. The revenue projections in the new 2017 budget have been revised downward by 1.4 per cent of GDP to reflect more realistic growth forecasts. The government is implementing compensatory measures designed to boost domestic revenue to 19.2 per cent. Revenues from information-technology infrastructure are being tightened and budgetary revenues from natural-resource concessions and trade-related fees that had previously been diverted to off-budget spending are being restored. Multiple audits are laying the groundwork for additional measures to support medium-term fiscal consolidation and to address the complex network of cross-debts among SOEs and the central government. The potential savings that will accrue from streamlining and rationalizing the institutional structure of the public sector will be substantial.

External financial support will be vital to maintain short-term macro-fiscal stability and avert a fiscal crisis as the new government inherited a dire fiscal situation reflecting years of macroeconomic mismanagement. A combination of grants and foreign investment will be needed to finance the external current account deficit, which is expected to narrow as tourism and agricultural exports rebound. After widening from 9.7 per cent of GDP in 2016 to 14.4 per cent in 2017 due to political uncertainty and rising oil prices, the current account deficit (excluding grants) is expected to gradually narrow to 12.9 per cent in 2020. Enhanced regional integration and improved diplomatic relations with Senegal are expected to support the growth of regional commerce and transit trade.

The Gambia's external financing needs are expected to increase substantially from 2017 to 2020, driven by a sharp rise in loan amortization, but external reserves should gradually recover. Scheduled loan amortizations are projected to increase from 1.8 per cent of GDP in 2016 to 3.4 per cent in 2017, reaching an average of 4.9 per cent over 2019-2020. However, greater policy predictability and an improved business environment will attract increased foreign investment 2017-2020, especially in the tourism, commercial agriculture, mining, and oil and gas sectors. Rising foreign investment and sustained external financing will help rebuild international reserves, which are expected to gradually increase from 1.6 months of imports coverage in 2016 to 3.0 months in 2020.

Over the medium term, reduced fiscal dominance coupled with the normalization of monetary policy should help bring inflation below the 5 per cent target. Rebounding agricultural production should also ease pressure on food prices in the near term. As a result, the inflation rate is expected to fall to 7.1 per cent in 2018 and reach 5 per cent by 2020.

Table 6.1: Balance-of-Payments Financing Requirements and Sources (US\$), 2013-2020

	2013	2014	2015	2016e	2017f	2018f	2019f	2020f
<b>In millions of US Dollars</b>								
<b>Financing Requirements</b>	<b>-108.0</b>	<b>-119.7</b>	<b>-157.9</b>	<b>-103.1</b>	<b>-132.1</b>	<b>-155.6</b>	<b>-163.8</b>	<b>-173.1</b>
Current-account balance	-91.6	-90.2	-133.9	-85.7	-97.0	-111.7	-119.6	-129.4
Loan amortization	-16.4	-29.5	-24.0	-17.4	-35.1	-43.9	-44.2	-43.7
<b>Financing Sources</b>	<b>145.0</b>	<b>257.3</b>	<b>200.4</b>	<b>97.3</b>	<b>129.0</b>	<b>159.8</b>	<b>159.6</b>	<b>167.2</b>
Net FDI and portfolio investment	83.5	74.7	76.1	75.8	87.0	94.5	103.0	112.4
Net private investment	-14.6	23.6	-3.5	-30.3	-2.5	22.3	16.9	21.9
Capital grants	20.2	28.8	23.2	26.1	25.9	25.0	24.0	23.0
Loan disbursement	32.3	84.2	63.3	15.4	32.0	48.1	40.0	37.7
Change in reserves (negative values indicate an increase)	23.6	46.0	41.3	10.3	-13.4	-30.1	-24.3	-27.8
<b>Discrepancy</b>	<b>36.9</b>	<b>137.6</b>	<b>42.5</b>	<b>-5.8</b>	<b>-3.2</b>	<b>4.2</b>	<b>-4.3</b>	<b>-6.0</b>

Source: Gambian authorities; IMF and World Bank estimates and projections. April 2017.

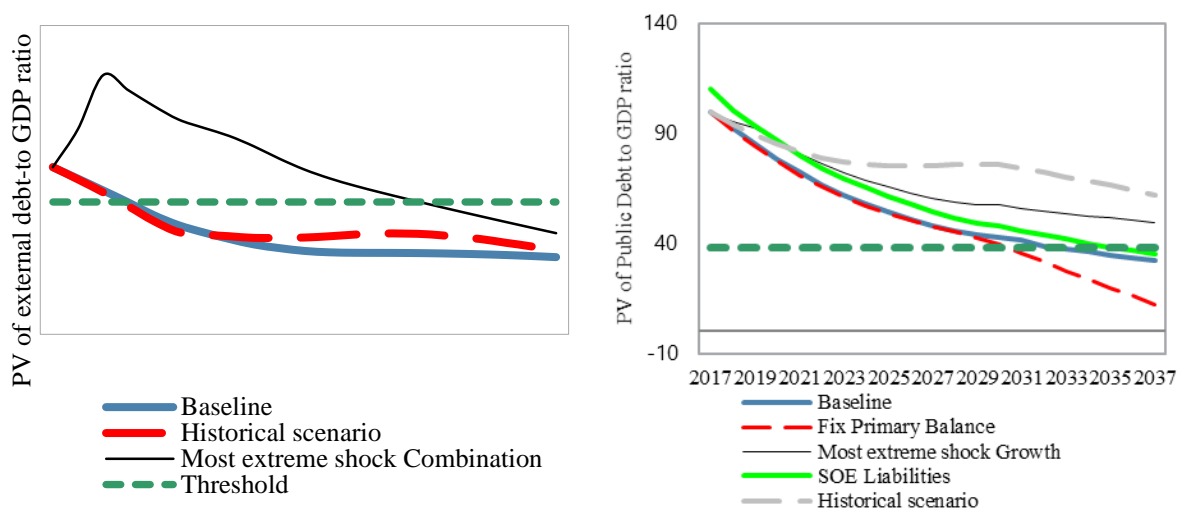
Note: Additional measures to reduce the fiscal deficit by 0.3% GDP following the HR audits are expected to be associated to a reduction in the CAD and close the 2017 financing gap.

The preliminary conclusions of a 2017 debt-sustainability analysis (DSA)<sup>33</sup> indicate that The Gambia's risk of external debt distress has increased from moderate to high. A 2015 DSA concluded that the country was at moderate risk of external debt distress, but a decline in The Gambia's country policy and institutional assessment (CPIA) rating has since lowered the applicable indicative thresholds for debt distress, and the country is now categorized as weak policy performer.<sup>34</sup> Under the baseline scenario, all five external debt indicators are projected to temporarily breach their respective thresholds in the near term. The present value of the public and publicly guaranteed external debt-to-GDP ratio is expected to steadily decline over the projection period but will remain above its 30 per cent threshold until 2020 (Figure 6.6). All indicators are expected to decline over time and fall below their respective thresholds over the long run.

<sup>33</sup>IMF and World Bank, 2013. "Staff Guidance Note on the Application of Joint Bank-Fund Debt Sustainability Framework for Low-Income Countries." Washington DC: International Monetary Fund

<sup>34</sup> The Gambia's overall CPIA rating was 2.93 in 2015, which lowered its three-year CPIA average to 3.11, below the 3.25 threshold for a medium policy performer. See: IMF and World Bank, 2013.

Figure 6.6: Public and Publicly Guaranteed External Debt under Alternative Scenarios, 2017-2037 (left); Public Debt Indicators under Alternative Scenarios, 2017-2037 (right)



Assuming continued fiscal consolidation and sustained concessional external financing, the total public debt stock should steadily decrease; however, it will remain above the 40 per cent benchmark for most of the forecast period, reflecting a heightened risk of debt distress. The present value of the public debt stock equalled 107.5 per cent of GDP in 2016. Substantial fiscal consolidation over the medium-term must be complemented by measures to boost the economy’s long-term growth potential.

Interest payments on the public debt are projected to decline from 7.7 per cent of GDP in 2016 to 5.9 per cent in 2017, driven by lower yields on T-bills, but the heavy debt burden highlights the need for sustained fiscal consolidation. Total debt-service payments (interest plus external debt amortization and long-term domestic debt amortization) will equal 10.0 per cent of GDP and consume 54 per cent of domestic revenue. Interest payments on external debt amount to just 0.7 per cent of GDP, but external debt amortization flows will increase markedly in the near future as grace periods expire, intensifying pressure on the external account.

Table 6.2: External Debt Composition, End-2016

	US\$ (million)	Share of total external debt	% of GDP
Multilateral Debt	358.80	71.1%	37.3%
Bilateral Debt	138.17	27.4%	14.3%
Guaranteed External Debt	7.75	1.5%	0.8
Total External Debt	504.72	100%	52.4%

Exogenous shocks also pose important risks to macroeconomic stability and growth, underscoring the need to rebuild the country’s fiscal and external buffers. Renewed domestic political instability or shocks

to global or regional markets could derail The Gambia’s economic recovery. Due to its geography, the country is highly vulnerable to weather-related shocks and the effects of climate change, and building physical and economic resilience will be a long-term process.

### 6.2.3 State Owned Enterprises (SOEs) Reform

The para-public sector comprises approximately 41 Public Enterprises: (i) State Owned Enterprises (SOEs), which are incorporated entities (i.e. corporations/companies) and (ii) Semi-Autonomous Government Agencies (SAGAs) which are essentially extensions of public sector agencies. The public enterprises are governed by: the 1990 Public Enterprise Act, the Companies Act (2013), individual Public Enterprises Acts and the 1997 Constitution of The Gambia. The respective SOEs, which are thirteen in number and corresponding sector focus, are as outlined in table 6.3 below.

Table 6.3: The State Owned Enterprises (SOEs) and Sector Focus

Sector	SOE(s) Involved
Air, Sea, Land, and Marine Transport	Gambia Civil Aviation Authority (GCAA) Gambia Ports Authority & Ferry Services (GPA) Gambia International Airlines (GIA)
Telecommunications and Media	Gambia Telecommunications Company (GAMTEL) Gambia Telecommunications Cellular Company (GAMCEL) Gambia Postal Services (GAMPOST) Gambia Radio and Television Services (GRTS) Gambia Printing and Publishing Corporation (GPPC)
Agriculture	Gambia Groundnut Corporation (GGC)
Energy and Water	National Water and Electricity Company (NAWEC) Gambia National Petroleum Corporation (GNPC)
Services	Assets Management and Recovery Corporation (AMRC) Social Security and Housing Finance Corporation (SSHFC)

Gambia SOEs have become a major burden on the government budget and pose critical risks to fiscal and debt sustainability. Challenges include poor corporate governance and accounting practices together with weak oversight. An extensive network of cross-debts between the central government and SOEs also weighs on tax collection and the viability of this sector. Financial controls and procedures throughout the SOE sector have been particularly inadequate and have provided opportunities for the misuse of funds and other assets, with growing evidence of massive embezzlement emerging from the previous regime.

Because of poor governance and gaps and conflicts relating to oversights, inter-PE relationships, mandates, and legal framework (the Public Enterprise Act of 1990) the performance of the SOE sector has been poor as indicated by the debts incurred by the SOEs - see table 6.4 below.

Table 6.4: External Debts Incurred on behalf of the SOEs as per cent of GDP

SOE/Project	2010	2011	2012	2013	2014
Grand Total (% share of GDP)	6.4	8.7	10.0	11.5	12.5

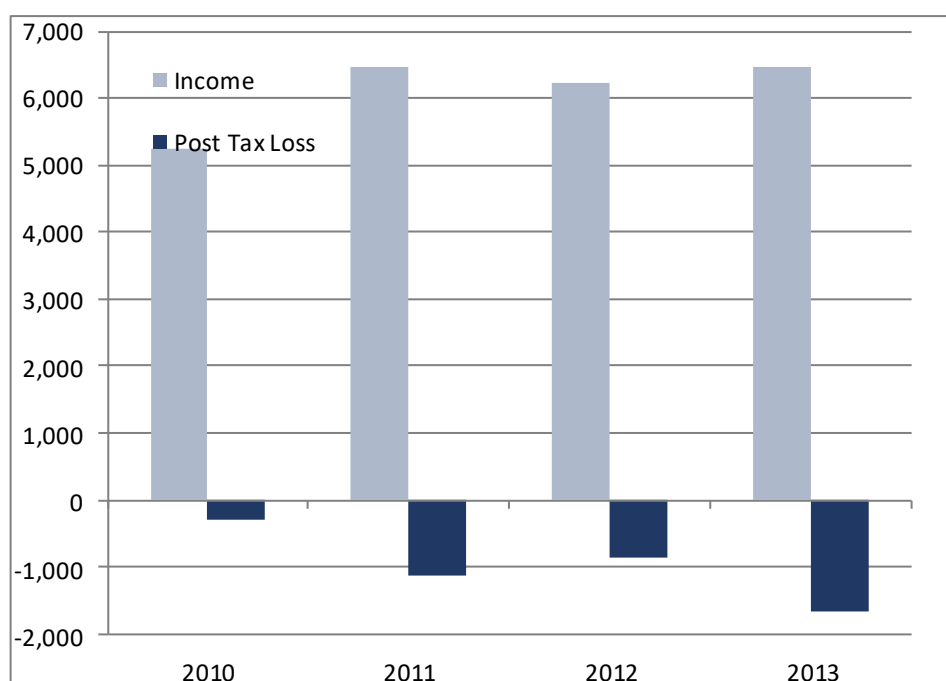
Source: MOFEA: Loans and Debt Department

The poor financial performance of the SOE sector is compounded by their inefficiencies and imposition of non-commercial public service obligations and below cost pricing formulas without any compensation from Government. At the national level, arrears, and the absence of transparent budget allocations to cover non-commercial public service obligations obscures the priorities for public expenditure and investment.

As shown in Figure 6.7 below, the consolidated performance of the SOE sector declined steadily over the four-year period from 2010-2013. While total sector income increased from GMD 3.8 billion in 2010 to GMD 6.4 billion in 2014, post-tax losses over the same period increased from GMD 0.3 billion to GMD 1.7 billion, equivalent to 1 per cent of GDP in 2010 and 5 per cent of GDP in 2013.

As indicated on Figure 6.8 Seven SOEs were unprofitable in 2013, with NAWEC registering the largest deficit at GMD 1,377 million in 2013. Others in the same situation were GAMCEL (GMD 244mn), GAMTEL (GMD 132mn), GCAA (GMD 99mn), GGC (GMD 41mn), GRTS (GMD 13 mn) and AMRC (GMD 0.2 mn).

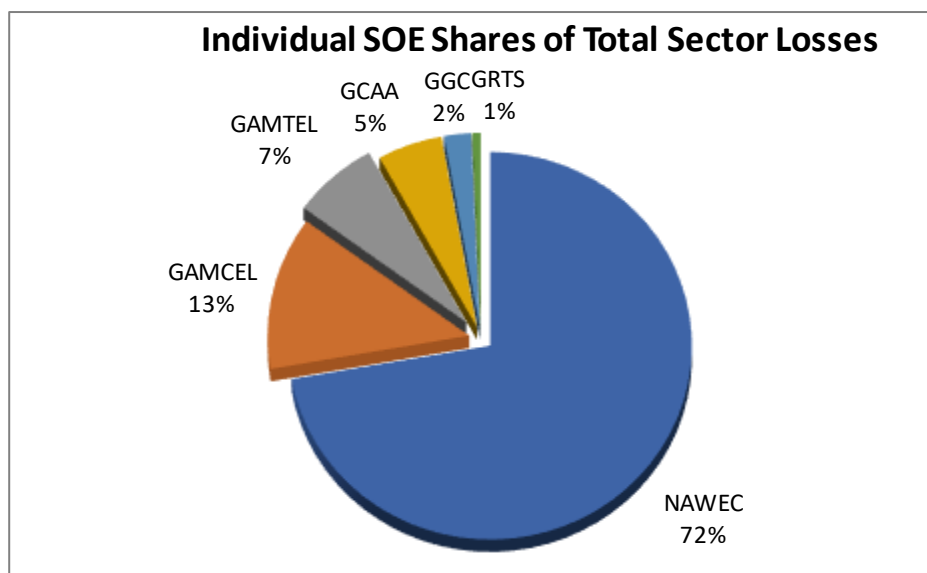
Figure 6.7: Income and Losses of the SOE Sector in The Gambia, 2010-2013 (GMD mn)



Source: SOE audited financial statement



Figure 6.8: The Gambia: SOEs registering Losses in 2013



During the same period, the sector's net worth fell from GMD 7.9 billion in 2010 to GMD 5.5 billion in 2013. This primarily reflected the large build-up in SOE liabilities in recent years, which expanded by an average of 21 per cent per year from 2011 through 2013. Total assets posted strong gains, expanding by an average of 8.6 per cent during the same period however; the pace of expansion substantially lagged that of liabilities as highlighted by Figure 6.9 below.

Figure 6.9: Total Assets and Liabilities of the SOE Sector, 2010-2013 (GMD)



Source: SOE audited financial statements

In 2009 oversight of SOEs shifted from the Gambia Divestiture Agency to the Ministry of Finance and Economic Affairs (MOFEA). The lapse in oversight arrangements continued to undermine measures aimed at monitoring SOE performance, to anticipate needed corrective action, and to identify and manage fiscal

risks. Over the last two years, MOFEA had intervened (some of which were loans) to cover losses incurred by NAWEC, GAMTEL/GAMCEL and GGC and by guaranteeing their other debts.

Current efforts are focused on limiting contingent liabilities and promoting enhanced transparency and the financial viability of SOEs. Efforts have also been undertaken to proceed with broader reforms. In April 2016, Cabinet approved a comprehensive SOE reform program. The proposals in the action plan remain pertinent and continue to be supported by the new Government. They provide the basis for a sustained reform program that goes beyond the immediate measures envisaged for fiscal consolidation.

SOE reform priorities over the medium term include: (i) revision and implantation of a revised legal and regulatory framework; (ii) transition to a fully centralized ownership structure where deemed appropriate; (iii) full implementation of enterprise level restructuring and performance plans, complete divestiture and/or PPP arrangements and the separation of SOE regulatory and commercial functions where appropriate; and (iv) creation of an institute of Directors to strengthen SOE managerial capacity.

#### 6.2.4 Public Finance Management (PFM) Reform

The Gambia's on-going PFM Reform has contributed to economic growth from 5.1 per cent in 2010 to 6.2 per cent in 2013 (CCA 2015), validating the positive correlation between PFM and transparency, accountability, and economic growth. Presently, the reform features components dealing with accountability and transparency in procurement, auditing, and budget credibility. Its strategic focus will also strengthen planning processes; fiscal discipline; domestic resource mobilization, partnerships, and aid coordination; as well as strengthening the institutions involved with reforms.

A Public Expenditure and Financial Accountability (PEFA) Assessment conducted in 2014 established that overall, The Gambia's PFM systems improved significantly by over 80 per cent, whereby most indicators registered an improvement compared to the previous PEFA conducted in FY2009. However, there is significant room for improvements, particularly focused on policy-planning-budget linkages; institutional capacity to execute reforms, external aid dependency, partnership management and the high variations between actual and budgeted expenditures which experienced 15-31 per cent variations over the past four years.

### 6.3 Agriculture and Fisheries

#### 6.3.1 Agriculture

Agriculture<sup>35</sup> is one of the main drivers of Gambia's GDP growth. It employs nearly half (46.4 per cent) of the working population and 80.7 per cent of the rural working population (IHS 2015/2016). The sector typically contributes up to 31 per cent of GDP although this declined to 21 per cent of GDP in 2016 (GBoS 2016). Furthermore, 72 per cent of the population relies on agriculture for livelihood and 91 per cent of

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<sup>35</sup>Agriculture here includes food and non-food crop production, livestock production, and forestry.

the rural poor work as farmers. Groundnuts are the main source of foreign exchange for the Gambia accounting for 30 per cent, and meeting 50 per cent of the national food requirements (CCA 2015). In addition, agro-industries constitute 15 per cent of GDP, which is a significant component of Gambia's industries and another growth driver.

However, Gambia's agriculture is relatively undiversified, mainly smallholder based and characterized by rain-fed subsistence crops (millet, maize, rice, sorghum, cassava), and traditional cash crops, such as groundnuts, cotton, and cashew to a lesser extent. Horticulture production is increasing, albeit moderately. Livestock (cattle, small ruminants and poultry) account respectively for 48.2 per cent of the agriculture GDP.

During the period 2007-2016, average agricultural production growth rate per annum was 2.5 per cent (way below the population growth rate of 3.1 per cent). There is relatively wide yield gap across major crops, and yields are lower than the West African average except for groundnuts. Average yields of coarse grains declined slightly between 2008 and 2013; rice yields declined more than those of coarse grains. Domestic production covers about 30 per cent of country's needs for rice, the main staple. Rice imports account for half of all food imports. According to the results of IHS 2015/16, 55.1 per cent of the population is food insecure, and 35.9 per cent of the population could not meet their daily food requirements of 2400 calories even if they allocated all their consumption to food (extreme poor). In addition to a growing food import bill, this situation has direct economic costs (cost of illness and lost labour productivity), and long-term adverse effects on human development.

The inability of The Gambia to comply with the stringent European Union aflatoxin regulations for groundnuts has effectively reduced the contribution of groundnuts to the country's foreign exchange earnings. The economic impact assessment revealed that 416 Mt of groundnut exports were rejected, resulting to a total economic loss of USD 72,000 for the period 2012 to 2015 (C-SAAP, 2017)<sup>36</sup>.

The low performance of agriculture is due to a range of factors, including: an unfavourable macro-fiscal stance in recent years; a weak policy and institutional framework; insufficient budgets (capital and recurrent); difficult access to modern inputs and to finance; ineffective research and advisory services; rainfall variability and climate shocks; lack of transport and market infrastructures; limited irrigation; high post-harvest losses due to poor handling, inappropriate storage, high levels of aflatoxin contamination, low levels of application of food safety management systems along the value chains, as well as poor adherence to SPS & TBT standards of the export markets. A more detailed analysis of sector performance is given below.

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<sup>36</sup>Situational Analysis for Aflatoxin Mitigation within the National Food Safety System of The Gambia, (C-SAAP), 2017

## Sector Performance

### Policy & Institutional Framework

With food self-sufficiency and commodity exports at its heart, the Gambia's recently expired midterm agricultural strategy is the Gambia National Agricultural Investment Plan (GNAIP), which is part of the African Union Comprehensive Africa Agriculture Development Programme (CAADP). Presently, the Gambia is working on a second generation GNAIP and has also launched the Zero Hunger initiative which focuses on Sustainable Development Goal (SDG) 2 aiming to ***“End hunger, achieve food security and improved nutrition, and promote sustainable agriculture”*** by 2030.

Overall, three major shortcomings prevented the GNAIP policy framework from fostering rapid agricultural growth and transformation.

Firstly, GNAIP did not fully capture (at least at the programme level) the key building blocks indispensable for successful agricultural development (e.g. technology development and transfer, market infrastructure to enhance market access and reduced transportation costs, etc.).

Secondly, there was a mismatch between the envisaged annual growth rate of 8 per cent and the budget allocations, which only reached 6 per cent once in 2011. This was further compounded by poor quality expenditures heavily skewed towards operations.

Available evidence suggests that during the last decade, the composition of the expenditures was skewed toward operating costs, especially wages and allowances that accounted for slightly over 40 per cent of the Ministry of Agriculture budget. In recent years, direct input subsidies (fertilizer and seeds) to producers accounted for a large share of investment spending. Overall, it is estimated that the Ministry of Agriculture allocates about one third of its budget to investment expenditures. A large portion of these investment expenditures consists of donor-funded projects. Limited operational capacity and small (recurrent and investment) budgets meant that the ministry has not been able to sustain the achievements of donor-funded projects after the end of external funding. Hence, the common complaint by government and development partners that “so much spending is taking place in agriculture with little results”. In short, the level and composition of the sector budget exhibit little synergy with government policy objectives for agricultural development, and the imbalance between current and capital investments is a major source of inefficiency and low productivity of expenditures in the sector. This imbalance limits the potential impact and sustainability of interventions.

Thirdly, parallel and erratic decision-making and deteriorated institutional framework that was dictated by the former executive posed major challenges. In support of the so-called “Vision 2016” food self-sufficiency goal that was adopted with little planning and dedicated mobilization of resources, most public funds and staff time were diverted to rice production activities (including the many rice fields owned by the former president). No specific actions were taken to address the two major constraints to increasing rice production, i.e. access to irrigated land and shortages of inputs (seeds, fertilizer).

In addition to influencing sector investment decisions, the former executive was also routinely involved in the day-to-day management of the Ministry, including assuming the function of Minister of agriculture several times; as a result the human resources of the Ministry and related agencies were heavy-handedly managed. This resulted in rapid turnover of personnel ranging from Ministers, to senior staff and technicians. The former executive also engineered multiple reorganizations of the central and field offices that often resulted in distorted reporting lines. The cumulative impact of this management style weakened the technical and institutional capacity of the Ministry, and stifled all initiatives that would have helped to improve operational performance. In short, the ability of the Ministry to deliver the required public goods and services to farming communities decreased in recent years.

The above analysis is further reinforced by the review of the implementation of the Gambia National Agricultural Investment Plan (GNAIP) 2011 -2015, which focused on performance targets, coordination, communication, and capacity building (Ceesay, M. et al, 2016). The review showed that commercial bank loans to agriculture averaged less than 5 per cent for the period. Parameters relating to involvement in GNAIP processes, outreach, coordination, and communication of GNAIP were considered moderately unsatisfactory and individual capacity gaps were also highlighted as unsatisfactory in relation to the effective functioning and implementation of GNAIP. Moreover, since many of the solutions to agricultural challenges (e.g., undeveloped markets) lay elsewhere, the present poor state of inter-sector collaboration and the development of synergies are not helping the sector.

An analysis of the situation of aflatoxin in the food safety system of The Gambia (C-SAAP, 2017) revealed that aflatoxin and related biosecurity issues were not addressed in the GNAIP and this also contributed to the low performance of the sector. This is premised on the findings of the analysis that aflatoxin currently contaminates our staple foods (rice and maize), cash crops (groundnuts) and animal products and contributes to losses in agricultural production, productivity and food security.

This unsatisfactory state has important implications for the Gambia's quest for Zero Hunger as agricultural output has not been able to keep pace with Gambians' growing demand for food, further creating food insecurity. According to the Gambia's 2016 food security and vulnerability survey (CFSVA) only 62.8 per cent of the population is food secure, while 8 per cent are food insecure. Of the food insecure population, 0.6 per cent are severely food insecure, 7.4 per cent are moderately food insecure, 29.1 per cent marginally food insecure. The Zero Hunger strategic review shall form a baseline for benchmarking of progress in areas affecting food insecurity and make recommendations for improved access, availability and food utilization to enable the Gambia meet the SDG 2 targets.

### **Agriculture Financing**

A weak policy environment limits private sector participation in agricultural financing, especially in the provision of timely inputs, processing and adding value to farm produce. The high cost of domestic borrowing, coupled with the ingrained risks in agriculture has contrived to make financing of agricultural

investments less attractive. Presently only 4.8 per cent of commercial bank loans are allocated to agriculture, demonstrating significant room for improvement.

Government funding for the agriculture sector has not gone above 6 per cent during the past five years, and is below the 10 per cent Malabo recommended target. Meanwhile, the major proportion of funding for the sector comes primarily from development partners, which contributed an estimated \$ 163 million, for the period 2008 to 2019. In recent years, direct input subsidies (fertilizer and seeds) to producers accounted for a large share of investment spending.

Agricultural producers, especially smallholders, face challenging and limited access to finance. Despite their pivotal role in national food production and trade, smallholders tend to have little or no access to formal credit. When informal sources of finance are available they do not meet all the financial needs, are short-term, and carry high costs. This lack of access to financing limits smallholders' ability to invest in productivity-enhancing technologies.

### **Land and Water Management**

Given the country's geo-physical characteristics, the soil resources in The Gambia are fragile and of relatively low fertility. The poor farming practices currently in use have resulted in consistently less than optimal yields and low agricultural productivity. Moreover, drudgery and low yields characterize agricultural operations. While there is some level of mechanization with the addition of a fleet of tractors mainly for land preparation, the demand to transform the sector and achieve Zero Hunger will require land and labour efficiency through technology, which is weak in some cases and non-existent in others.

The low soil fertility levels are further exacerbated by the overdependence on rainfall for agricultural production with low use of irrigation systems. Although the rainy season lasts for roughly five months in the year, only 6 per cent of the arable land is irrigated (ANR, 2016-2026). As a result, very little production takes place during the dry season. Moreover, although the River Gambia is a natural source for irrigation, various studies have shown that the maximum threshold for pump irrigation using the River is 6,000 ha (ANR, 2016-2026). Going beyond this will correspondingly overstretch the salinity front, with negative implications for production. The sustainable use of the groundwater and innovative rainwater harvesting and utilization is consequently a viable option.

The ANR Policy calls for the judicious and prudent utilization of land to satisfy competing requirements. Poor land and water management have put farmers on a collision path with pastoralists, ecologist, industrialists, and urbanization. Further exacerbating the land related challenges is the fact that almost all farmlands in rural Gambia are held under a customary land tenure system, which tends to discourage long term investment and limit women's access to land.

## **Livestock & Poultry**

Due to low production and increasing demand for livestock and products, The Gambia like most other countries in Africa, continues to import from other countries. For example, imports of dairy products have doubled between 1984 and 2004 from USD 224 million to USD 530 million respectively. In addition to the loss of valuable revenue, these imports are detrimental to the development of local production chains, thereby intensifying dependency.

Livestock and poultry production is increasing thus cementing its significance in the economic development of the country and the fight against poverty and hunger. However, this increase coupled with uncontrolled grazing pose challenges to the environment. There is also the need to create an enabling environment that ensures pastoralists' mobility, including trans-boundary passage as appropriate; securing access to land, water, markets and services, adaptive land management, and facilitating responsible governance of common resources, in accordance with national and international laws.

Diversity of livestock resources is essential for the provision of various products of animal origin, income generation, and provision of draft power for crop production and transport. However, growing threats of genetic erosion of livestock species caused by human activities resulting from destruction or alteration of ecosystems and habitats lead to extinction and endangering of livestock species and breeds. Conserving the diversity of the livestock species and breeds is part of the aims of the international Convention on Biological Diversity, which the Gambia is a signatory party. However, like many other developing countries, the country has limited capacities to inventory, monitor, characterize, develop, sustainably utilize, and conserve its animal genetic resources.

Livestock feed resources in the country include forages from rangelands, crop residues and crop by-products. The rangelands are the main source of forage for most of the year, but they are common property resources with open, uncontrolled access to both sedentary and migratory livestock herders. The rangelands provide adequate nutrition for ruminant livestock during the rainy season, but the quality of the forages decreases greatly during dry season, during which growth rates, body weights and milk yields are seriously affected. The extension of crop production due to human population increase is reducing the availability of natural grazing areas. Human activities such as uncontrolled exploitation, encroachment of cropland, persistent bushfires, and the lack of legislation or their enforcement often jeopardize the carrying capacity of the rangelands. Restricted livestock access to pasture and water, due to lack of stock routes, causes conflicts between crop farmers and livestock herders during the cropping season.

Activities to improve and manage rangelands were initiated by the Mixed Farming Project in 1981 with the objective of increasing the availability of forage for livestock, particularly during the dry season. These activities involved fencing, reseeding and deferment of grazing for two years to allow good establishment. However, the prevailing land tenure system, the high cost of the technology (fencing, labour) and bush fires during the dry season militated against the adoption of the innovation. Furthermore, the poor

organizational capacities of the farmers have been a contributing factor to the lack of organized rangeland management activities. Government must therefore support diversified sustainable livestock production systems, and at the same time, promote sustainable natural resource management practices for broader community resilience to climate change by promoting adaptable community based livestock and rangeland management techniques.

Diseases are one of the major constraints inhibiting livestock production. Over the years, disease outbreaks have had devastating effects on animal population, resulting in a negative impact on both the rural and the national economy. This is evidenced by the recent outbreaks of Contagious Bovine Pleuropneumonia (CBPP) in cattle, Peste des Petits Ruminants (PPR) in small ruminants and Newcastle Disease (NCD) in rural poultry. Mortalities due to PPR and NCD could reach 40 percent in small ruminants and 90 percent in rural poultry, respectively.

Under the PACE-Gambia project, an epidemio-surveillance network covering all parts of the country was established. The main objective of this network was to collect disease information for early warning and reaction. Vaccination programmes are pivotal in the control of many emergency animal diseases, but should be carefully planned and targeted to meet a well-defined objective. Well-planned, comprehensive vaccination programmes, supplemented by other disease control measures can go a long way towards eliminating many epidemic livestock diseases. This may be the strategy of choice in areas where large-scale eradication is unacceptable for one reason or another.

The poultry industry has a significant potential for income generation and employment creation for rural smallholders, women and youth, as well as for import substitution. But the transformation of the poultry sector from traditional to commercial requires a unique set of modern technologies, commercial inputs, institutional and policy innovations and coordinating mechanisms. The inadequate supply of feed, its poor quality and high cost is identified as major challenges to commercial poultry production in the country. At present, domestic supply of all the locally manufactured feed does not meet the local demand of the poultry industry. Due to the inadequate and unreliable amount of feed produced in the country, 70 per cent of poultry feed is imported from neighbouring Senegal. For example, in 2014, the total production capacity of the four existing mills was estimated at 12,065 MT but only 1,441 MT was produced. Consequently, in the same year, a substantial amount of poultry feed was imported. The poor quality of the locally produced feed currently available to the industry generates high production loss due to poor feed conversion and mortalities resulting in low returns on investment. An efficient feed mill industry that can produce regular and quality feed is crucial for a sustainable and viable poultry production enterprise.

### **Agricultural commercialization**

The transformation from a predominantly subsistence to a commercial and diversified agriculture sector will significantly contribute to food and nutrition security in The Gambia. Presently, the low and unpredictable level of output induces price volatility that affects negatively net food buyers, especially the poor, and creates production and price risks that are unfavourable for increased investment.



Consequently, recovery and the progress of the agriculture sector hinges on resolving the myriad of challenges, which are summed up in Box 7.1 below.

#### Box 6.1: Barriers/Challenges to Agricultural Commercialization

- Several factors continued to hinder private sector involvement in agriculture. These include: (i) restrictions on trade (for example, the long-standing ban on the import of onions and other vegetables) and harassment of traders (especially in the many industries where the former president had businesses), (ii) trade logistics and transport constraints, (iii) lack of access to credit, and (iv) deficiencies in market information systems.
- Agricultural inputs and machinery: Inadequate and timely availability of agricultural machinery and inputs including fertilizer, improved seeds and pesticides are major constraint to production and productivity. Although liberalized, the practice of direct procurement and uncoordinated distribution of fertilizer and seeds by the Government and donor-funded projects and the fixing of input prices has prevented the emergence of viable private sector suppliers.
- Agricultural value addition: High cost and unreliable electricity supply, limited access to affordable finance, as well as, low and inconsistent supply of primary commodities and inadequate infrastructure; lack of access to appropriate post-harvest and value addition equipment and technologies, low levels of awareness and application of Good Hygienic Practices (GHP), Good Manufacturing Practices (GMP) and HACCP by actors along all agri-food value chains.
- Marketing: Issues of quality and standards, as well as quantity, particularly for groundnut, fruits and vegetables, meat and meat products hamper marketing of domestic produce.
- Women Farmers: Despite their crucial contribution to farming and food production, women farmers face a range of challenges - difficulty accessing inputs and extension services (access to knowledge and technology), as well as, mechanisms that guarantee equal participation in decision-making. The greatest challenge facing women is access to land, even though the issue has been addressed in the Women's Act 2010.
- Research and Extension Services: To optimize its potentials for improved and climate resilient varieties, appropriate production and post-harvest technologies, the National Research System must overcome its operational challenges due to lack of equipment and funds to cover operating costs. The extension service, including the "mixed farming centres" faces similar constraints. There is no viable farmer's training centre, and the current extension model ("Village Level Service Delivery") has a very low worker to farmer ratio (1: to more than 3,500). It is estimated that no more than 12% of farmers have access to extension services.
- Livestock: is also constrained by inadequate access to veterinary services, feed and watering points, and a poor marketing environment that dissuades private sector participation. Resources and support required to facilitate a vibrant sector is inadequate. Rapidly depleting feed stocks, as a result of growing incursions on natural habitat and graze lands by competing interests, is also a challenge.
- Transport and Infrastructure: inadequate transport and market infrastructure, low density and poor road networks resulting in high transportation costs, post-harvest losses and animal welfare issues are impediments to the commercialization of agriculture. Similarly, unreliable energy, and limited warehouses, cold storage, and spot market facilities are major obstacles to efficient product aggregation and post-harvest value addition that would create incentive for increased investment in productivity-enhancing technologies and in agribusiness.
- Climate Change: Increased frequency and severity of climate-related hazards are having a noticeable impact on the performance of the Gambian agriculture and economy, and is one of the drivers of rural-urban migration. Since 2010, The Gambia experienced (i) droughts (2011, 2014, and 2015 to a lesser extent) that

repeatedly prevented crops from maturing, and (ii) devastating floods and winds storms (2012 and 2016) leading to loss of lives and destruction of crops and food reserves in affected areas

- The Fisheries challenges appear to lie both in the management of fisheries (involving fish resources, fishing activities including illegal fisheries) and in the post-harvest handling of catches.

## Overall Conclusion

The Gambia has an agricultural resource base that could catalyse rapid growth and transformation, provided the necessary policies and programmes are in place and effectively implemented. The country has the highest rainfall average among Sahelian countries, 43 per cent of its arable land is still unexploited and presently, only 6 per cent of the arable land is under irrigation.

To transform this potential into sustained agricultural growth, decisive actions addressing the following will be required:

- An updated sector policy to create an enabling environment for a private sector-led agricultural growth and transformation;
- Sustainable intensification of crop and livestock production (irrigation, mechanization, timely availability of quality inputs, animal feed and vaccines, markets;
- An enabling business environment for commercial agriculture and agribusiness; and
- Developed and implemented quality assurance frameworks for aflatoxin control in major crops and livestock products.

Implementing these and other reforms would boost productivity, ensure diversification, build resilience, and ensure that the country achieves an annual agricultural growth rate of 6 per cent. Achieving sustained growth of agricultural productivity will have several benefits at different levels:

- Direct benefits to most of the poor and indirect benefits for the rest of the population in terms of access to food;
- Lower levels and relevant costs of food imports; and
- Enhanced food and nutritional security of the most vulnerable – children and pregnant mothers and consequently reduced infant and maternal mortality.

### 6.3.2 Fisheries

The Gambia is endowed with rich fish resources both in the ocean and in the river Gambia. A well-managed fisheries sector can generate surplus (resource rents) from the natural fish resources, which can in turn be invested back into the economy in terms of exports, foreign exchange earnings and income revenues, as well as the provision of jobs. Fisheries and aquaculture are natural capital that are important in The Gambia and can provide benefits in perpetuity to the economy and the population; and estuaries that support wildlife and biodiversity.

The fisheries industry value chain shares largely overlapping interests with that of the tourism industry – from the fish resources in the waters to the final consumption of fish products. In general, identifying potential investment linkages between fisheries and other industries is useful so that synergies can be leveraged for generating larger results with limited resources. The same could be said for its linkages with social protection especially the small-scale commercial fishers.

However, as in many other coastal states, the country does not achieve the maximum sustainable benefits from its fisheries resources. Challenges appear to lie both in the management of fisheries (involving fish resources and fishing activities) and in the post-harvest handling of catches. On the one hand, the future availability of fish resources is uncertain given the lack of knowledge of the current state of fish stocks and the inadequate access/control to fishing (including the prevalence of illegal fishing). On the other hand, a lot of the value of fish caught in the Gambian waters is lost due to poor post-harvest handling. The value also escapes the country due to a lack of proper measures to trace the trade in fish products and fisheries-related services.

Industrial fishing for local processing has nearly collapsed, and exports have plummeted due to increased illegal fishing, poor surveillance of the fisheries resources in the high seas, unsustainable number of commercial fishing licenses, declining landed catches, high cost of energy needed for processing, and the Gambia's inability to comply with stringent sanitary and phyto-sanitary requirements in the EU market. The fisheries sector is faced with: high attrition rate of trained and skilled workers, limited access to funding for the sustainable provision of adequate raw materials, a relatively small output making it difficult for the sector to make a mark on any market, while energy costs associated with the sector are very high and unpredictable.

Additional challenges include:

- Incomprehensive and incoherent legal and policy framework that does not recognize fisheries and aquaculture as an economic resource with established systems for its full exploitation;
- Absence of a dedicated and deep water fishing port, well-equipped fishing jetty and inadequate repair and maintenance services;
- Domination of the fishing sector by non-Gambians including ownership of fishing vessels, processing plants and the landing of most Gambian fish and processing outside of the country. This is due to the negative public image particularly among the youth about fishing;
- Inadequate empowerment of women who are the main players in the artisanal fishing industry;
- High vulnerability of the fisheries sector to climate change and natural disasters and increased pressure on marine resources due to over exploitation and population growth factors;
- Damages to lucrative fish species by predator species.

Furthermore, the engagement of private sector is weak in the fishery sector compared to cash-crop agriculture especially relating to post-harvest processes such as refrigeration (e.g. use of ice on board and post landing), transport, processing, certification of product attributes (e.g. production processes, origins, food safety), and marketing (e.g. search for better buyers). These are inherently private economic

activities, and the role of government is to ensure the adequacy of physical, institutional, and financial infrastructure (enabling conditions) for the private actors to engage in these activities for creating larger values from given catch levels.

Despite the foregoing, the sector has great potential and is an area where the country has a comparative advantage. The sector could therefore be an important part of the national quest for economic transformation and an instrument for addressing poverty.

The key opportunities for the fisheries sector in The Gambia include the fact that several development partners are present and working in areas such as, capture fisheries management, mangrove habitat restoration, and aquaculture development. While synchronizing these activities scattered across the country would require a lot of coordination effort, clear understanding of division of work among partners would allow avoidance of effort duplication, and collaboration could reinforce the anticipated results. The soon to be implemented West Africa Regional Fisheries Project (WARFP) will yield immense benefits.

Another area where the Gambian fisheries sector has an advantage is the development of co-management systems in fisheries thanks to earlier donor-funded projects. Given the existence of working models developed for the sole and shellfish fisheries, the country has the foundation for decentralized fisheries management where community members play large and active roles. Expanding/replicating such models and ensuring the durability of such systems (in particular achieving independence of external assistance) would expand the geographical and species coverage of fisheries management.

## 6.5 Tourism & Culture

The tourism industry is a major contributor to the national economy accounting for 12 to 16 per cent of Gross Domestic Product (GDP), supporting over 35,000 direct and 40,000 indirect jobs, and generating US\$ 85 million in foreign exchange earnings (Tourism, Culture, and Hospitality Strategy Plan, 2015-2020)<sup>37</sup>. It has attracted US\$ 45 million in foreign investment over the last 5 years while also providing the necessary air cargo opportunities to support the development of some of The Gambia's other sub sectors such as shellfish, horticulture, and other international business activities. Tourism has a catalytic role in accelerating growth and employment opportunities (along the value chain) to improve the welfare of the population.

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<sup>37</sup> A comprehensive study on the actual tourism contribution to GDP is needed to clarify the issue and appropriately guide policy.

The WTTO projections of tourism's contribution to Gambia's economy is very positive – Box 6.2 below.

<b>Box 6.2: Tourism Benefits to The Gambia (Source WTTO)</b>
<ul style="list-style-type: none"><li>● <i>GDP: Direct contribution:</i> to rise by 2.5% pa, from 2014-2024, to GMD4, 358.6mn (6.4% of total GDP) in 2024.</li><li>● <i>GDP: Total Contribution:</i> to rise by 3.9% pa to GMD12, 250.9mn (17.9% of GDP) in 2024.</li><li>● <i>Employment: Direct Contribution:</i> to rise by 0.2% pa to 49,000 jobs (5.2% of total employment) in 2024.</li><li>● <i>Employment: Total Contribution:</i> total contribution of Travel &amp; Tourism to employment, including jobs indirectly supported by the industry to rise by 1.5% pa to 144,000 jobs in 2024 (15.4% of total).</li><li>● <i>Visitor Exports:</i> forecast to grow by 1.2% pa, from 2014-2024, to GMD4, 798.5mn in 2024 (45.6% of total). In 2014, the country is expected to attract 141,000 international tourist arrivals.</li><li>● <i>Investment:</i> Travel &amp; Tourism investment to rise by 8.2% pa over the next ten years to GMD2, 646.4mn in 2024 (14.9% of total).</li></ul>

Over the past years, The Gambia achieved steady growth (9 per cent compared to Sub-Saharan Africa average of 5 per cent) (UNWTO) in tourist arrivals until 2013 when the outbreak of Ebola in some neighbouring countries, caused a 9.1 per cent decline of tourist arrivals from 171,200 in 2013 to 155,592, effectively setting back the 2020 target of achieving half a million arrivals. It must be noted that this growth is attributed to increased arrivals from countries such as Netherlands, Spain, Nigeria, and Poland as a new source markets.

The main achievements registered under the PAGE period are:

- **Diversifying and improving the products-** introduction of a number of new products and initiatives aimed at complementing the 3s (sun, sea, and sand);
- **Marketing and promotion of destination Gambia-** a series of marketing and promotional activities were undertaken to increase the destination's footprint in new and old source markets;
- **Investment promotion-**several initiatives were undertaken to attract more investors including free land allocation within the TDA; Special Investment Certificates (SICs) such as tax holidays, and the organization of an international investment forum. As a result, 5 new outlets were added to the existing tourism establishments including the upcoming International Conference Centre.
- **Product quality and services standards** - the Quality and Enforcement department continued to tighten regulatory standards while the establishment of The Gambia Tourism Hospitality Institute (GTHI), which is pursuing a regional centre of excellence status, continued to provide human capacity building for the tourism industry.

To consolidate these gains, the sector needs to improve its competitiveness and address the supply side constraints that continue to stifle growth. Tourism in The Gambia faces competition from other destinations that offer higher quality infrastructure, a more diversified product mix and lower prices. Low cost airlines make European destinations more attractive and coupled with the ease of booking offered

by the Internet, travellers are more inclined to widen their options and experiences. Lack of diversity in the number of activities available to tourists in The Gambia is thus a major drawback limiting growth in the sector (World Bank 2015). In addition, these competing destinations provide higher quality hotels and more reliable public infrastructure such as electricity, telecommunications, and better roads. Thus, the quality of hotel facilities has emerged as perhaps the biggest challenge facing the industry with very little investment in 5-star hotels (the Coco Ocean Resort & Spa being the last one, built in 2009).

Presently Gambia's comparative advantage is the relative short, good weather, English speaking populace, cheap prices, and peace and stability. Despite these, the country lacks the diversity and quality to attract non-tour operator tourists, thus rendering the industry vulnerable to low negotiated room rates, which coupled with high cost of imports and electricity price, leave hoteliers with low profit margins. This result permeates the sector's vicious cycle, i.e., low profit means low investments in facilities, which translates into low quality service delivery and an uncompetitive tourism product.

To overcome these challenges, the determinants relating to (i) destination recognition/attractiveness; (ii) product quality; (iii) product diversity; (iv) limited air access and reliance on tour operators; (v) security; and (vi) the environment must be addressed.

- **Destination recognition/attractiveness:** the sector lacks the wherewithal to undertake an effective promotion that will attract more tourists with increased spending power. Beyond its first-tier market, the Gambia is relatively unknown. Marketing efforts should determine primary and secondary target markets and focus on extending the current season and emphasizing the diversity of The Gambia. It is also true that for the proper marketing of destination Gambia there is an urgent need to support partners – by creating pro-tourism incentives in favour of tour operators such as joint marketing, easing of operational costs and the creation of special incentives schemes. Presently, tourism marketing is done on an ad hoc basis and could benefit immensely from comprehensive and jointly formulated rolling plans spanning over the short, medium, and long terms.
- **Product quality:** While some progress has been registered on standards, more effort is required to attract larger tour operators and high budget tourists. The contribution of the Gambia Tourism and Hospitality Institute is essential and must be driven by quality intakes, good facilities and strong curriculum, accompanied by hands on training anchored on best practices. Due to high cost of borrowing to upgrade facilities, hoteliers have resorted to innovative financial mechanisms with tour operators who in return get preferential access to the facilities. The high cost of electricity and its unreliability requires back-up generators, which eats into the profit of hoteliers resulting in an inability to invest. In addition, the need to mainstream quality in tourism cannot be over-emphasized given the shift in focus of modern day tourism, which is oriented towards quality and value for money coupled with emphasis on new holiday ideas that conform to changing life styles, robust technological trends and all the necessary concomitant effects on the hospitality industry. To this end, the constant lack of connectivity in hotels is therefore a major threat to exploiting these potentials and customer satisfaction. Reliable Internet services are an indispensable reality in this day and age and are vital to make guests feel at home and connect with the world while on vacation in the smiling coast.

- **Product diversity:** the lack of diversity has implications for tourism spending, attracting new markets, involvement of communities and promotion of the Gambia's cultural heritage. Developing nature-based tourism products will attract market segments that are interested in traveling to The Gambia outside the main season. While the ferry services are the main conduit for linking tourists to the northern half of The Gambia that host significant tourist attractions its reliability, speed of operations and cleanliness must be addressed to avoid dissuading tourists from using it. The ferry services are a major ingredient in pursuing the quest for product diversity and moving tourists from the current concentration in the urban areas to rural Gambia and its rich cultural heritage and biodiversity. Furthermore, the majestic River Gambia's potential for cruising, fishing and bird watching and its expected contribution to product diversification and inclusive tourism are not being fully harnessed. It is worthy to mention that the thrust for diversification and product quality will require inter-sector collaboration to address constraints that lie outside the mandate of the tourism sector, such as the crumbling river transport infrastructure, bad roads, and lack of social amenities - e.g. in Juffureh, which is a major tourist attraction local in rural north bank of Gambia.
- **Limited air access and reliance on tour operators:** this is not helping to make the Gambia competitive. The Ebola scare in West Africa (The Gambia did not have any incidence of Ebola) also curtailed the number of flights. There is need for more scheduled flights to accommodate non-package travellers and off-season travel. Improvements also have positive implications such as attracting tourists to Gambia due to security concerns in other destinations.
- **Linkages between the tourism sector and local agricultural suppliers:** this is an area that needs strengthening. Gambian farmers currently supply 50 per cent of all produce to the tourism sector, while the remainder is imported. Expanding the current variety of produce and lengthening the farming cycle can help increase the share of domestically sourced produce. Marketing The Gambia as a destination for fresh, locally grown produce would help strengthen the linkages between tourism and agriculture and differentiate the country from the competition<sup>5</sup>. The unmet demand in hotels for agricultural produce is high, indicating the viability of such a venture. Presently, the increasing import of foodstuffs and other commodities is of major concern as it drains off much of the country's foreign exchange. A linkage between agriculture and tourism must ultimately focus on quality, consistency of supply and appropriate pricing.
- **Environment:** beach erosion has been a major challenge for most of the hotels and other facilities located on the coastal areas – Senegambia, Kotu and Cape Point areas. There is an urgent need to address this situation, which threatens one of the Gambia's major selling points – the sand and sea. In addition, the disposal of waste is also a big challenge in the TDA and the entire country. There are certain areas in the TDA that are used as dumping sites and it affects the tourism products and it is adverse to health and safety standards. However, some stakeholders have started adopting good waste management practices and this must be encouraged.
- **Tourism security:** associated with all the above is the issue of tourism security. While the country is a relatively peaceful and secured tourist destination, it cannot take this for granted and must ensure security without being overbearing and certainly not through the current use of many checkpoints, which create avenues for abuse. In all countries, airports are well secured from people who have no

legitimate business at the terminal and airport environment. However, at Banjul International Airport, this is not the case. It is not a good sign for security, a good impression to visitors and must be addressed.

There are several other areas that need addressing, such as, repeat tourists who shun hotels and stay local; limited Diaspora patronage and sub regional patronage especially in summer and for conference tourism, then there is the inability to capture the German Market, which is the largest outbound market in Europe; and the competition from Southern Europe in summer and late spring. The result is annual occupancy rate of between 50-60 per cent, less than industry standard of 60 per cent for profitability (World Bank 2015). Furthermore, sex tourism, including child sex tourism is also a negative feature of the tourism sector impacting on the quality of tourism, discouraging good tourists from coming to the country, as well as exposing children to abuse and exploitation.

## 6.6 Private Sector Development and Trade

### 6.6.1 Private Sector Development

Micro, Small and Medium Enterprises dominates the Gambia's private sector, with 97 per cent of businesses having less than five employees (formal or informal sector). Small firms, those with 5 to 9 employees, make up 2.2 per cent of the private sector while medium and large firms, together, make up less than 1 per cent of firms. The sectors in which these firms operate are also highly concentrated as 61 per cent of businesses operate in the distributive trade while 16 per cent are in manufacturing, 4 per cent in the repair (automotive repairs), with the remaining 19 per cent spread across 13 different sectors. This skew towards micro is indicative of poor access to finance and high cost for expansion (PSDS 2015).

Government has formulated various policies and created institutions to improve the business environment for private sector development, including the Investment Policy, Agriculture, and Natural Resources Policy, the GIEPA Act to provide attractive incentives for investment, export promotion and enterprise development particularly for MSMEs, which is also guided by the National MSME Policy and Strategy. Government recently approved a Public Private Partnerships policy framework that aims at improving the business environment, enhancing trade and investment, as well as encouraging private sector participation in the delivery of public infrastructure and services.

As part of the efforts to promote enterprise development, Government in collaboration with the World Bank, formulated the Growth and Competitiveness Project (GCP) in 2010 aimed at sustaining the growth of the economy and enhancing poverty reduction through private sector-led growth. Key intervention areas were investments in business climate reform to reduce the entry barriers and operating costs for businesses, enhanced access to finance and private investment flows, improved business performance especially for firms in the tourism and hospitality sectors and linkages between small producers and domestic and international markets. The project supported the establishment of a single window business registration office to expedite the registration of businesses. In addition, the EMPRETEC project has been



set up by GIEPA to compliment GCP in building the capacity of private operators and enhancing their entrepreneurial skills.

Although the Gambia has a desire to move towards a private sector led economy, there are significant obstacles in the way. The three most important challenges are electricity, access to credit and the tax code.

- a) The lack of investment and diversity in the power generation infrastructure is accentuated by the absence of successful power purchase agreements (PPAs) between NAWEC and Investors. This widens the disparity between the demand and supply of reliable and low-cost electricity. The inadequacy of supply and the relatively high cost of energy are significant challenges to regional competitiveness and the ability to attract high value foreign direct investments.
- b) Private investment, especially from domestic sources, is constrained by the high cost of credit. Much of the problem can be traced to a basic macroeconomic imbalance that is fiscal in origin as banks are reluctant to lend to private industry because it is much more profitable to invest in government Treasury Bills. The demand for credit by the government crowds out private borrowers and makes it difficult for entrepreneurs to establish or expand their businesses. A study by the World Bank has shown that at market-lending rates of 25 to 28 per cent, which prevailed in The Gambia, only firms with a profit margin of 35 per cent could afford to borrow to finance their operations. Domestic savings rates have dropped significantly to 5 per cent between 2008 and 2012, compared to 14.9 per cent between 2004 and 2007, which has led to an over reliance on foreign savings and foreign direct investment, to fuel growth. Without an increase in the domestic savings rates, capital available for investment will be limited. Meanwhile Agriculture and Tourism, two of the country’s biggest export earners, have seen a decline in their share of credit by half, dropping from 12 per cent (2011) to 6 per cent (2014).
- c) The tax system poses a challenge for both the public and private sectors. According to the “Ease of doing Business” Report (2015), The Gambia has the second highest tax on profits in the sub region at 63 per cent. In addition, firms in the country are faced with both national and local area council taxes, which in some cases overlap. Although each tax levied is small, these “nuisance” taxes eat up a significant proportion of a firm’s profits. If the tax code is not simplified, and the overlap of national and local taxes eliminated, firms may suffer, further preventing their optimal contribution towards job creation and economic growth.

**Table 6.5: Credit to Private Sector (and Personal loans) by sector, 2011 to 2014**

	2011	2012	2013	2014
Agriculture	7%	4%	4%	3%
Fishing	0%	0%	0%	0%
Manufacturing	5%	6%	5%	4%
Building & Construction	10%	11%	13%	12%

Transportation	7%	7%	6%	8%
Distributive Trade	28%	30%	31%	33%
Tourism	5%	5%	5%	3%
Financial Institutions	4%	4%	4%	4%
Personal Loans	11%	9%	8%	8%
Others	24%	25%	23%	25%
Total (D'000)	64,758,636	65,358,000	71,989,705	72,529,527
Credit to GDP Ratio	2.43	2.23	2.25	2.25

Source: Central bank of The Gambia, August 2015

Fostering a thriving private sector will require reforms in legal and regulatory frameworks, fiscal discipline in addressing external debt and domestic borrowing. It will necessitate access to affordable finance and reliable services to build the confidence required to acquire investment for development and employment.

More than 80 per cent of micro enterprises are not registered, which could be attributed to lack of or inadequate knowledge related to business registration or a reluctance or refusal to register to avoid the numerous taxes and high tax rates. The lack of skills (trade related, advocacy, business management, etc.) that prevail in the sector makes it imperative to build capacity in such areas. In addition, capacities of agro-food enterprises should be enhanced to implement SPS and food safety management systems for the mitigation of aflatoxin.

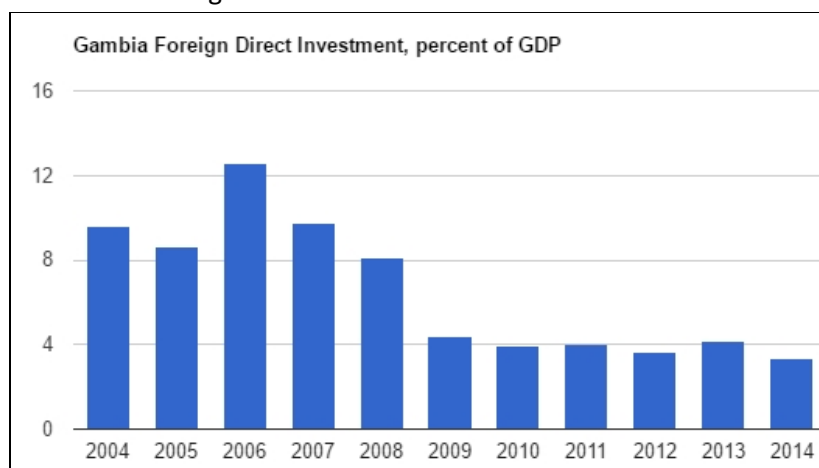
### **Industry & Manufacturing**

The manufacturing subsector contribution to GDP has been declining from 5.5 per cent in 2014 to 5.1 per cent in 2015 and to 4.8 per cent in 2016. This reflects a low level of industrialization as indicated by the Manufacturing Value Added (MVA) per capita, at about US\$16 (UNIDO, 2010) - lower than the average for developing countries. Manufacturing activities in the country are dominated by light manufacturing consisting of clothing and textiles, food and beverages, metals and metallic works, wood and leather processing, and chemicals primarily used in the production of soaps and plastics, fish processing, etc. One of the critical challenges affecting the industrialization process is the lack of technological innovation, as well as an out-dated industrial policy.

The cotton ginnery, the Kuntaur rice mill and the agro-oil mill used to be thriving industries that have since folded. The agricultural sector is not well linked to the cottage industries and the value chain of industrial processes to spur economic productivity and output. A competitive agro-industry, which offers value-added goods while improving product safety and quality (e.g. the mitigation of aflatoxin can boost value added business opportunities in the aflatoxin sensitive commodity value chains), will foster development and contribute to poverty reduction.

Attracting FDI is currently an important priority for The Gambia, with the current policy being a deliberate shift towards economic liberalization with an economy driven by a more outward market-oriented strategy.

Figure 6.10: Gambia FDI as% of GDP 2004-2014



#### 6.6.2 Trade and Regional Integration

Trade has always been an important economic activity in The Gambia creating job opportunities, generating income, and contributing to poverty reduction. For decades, The Gambia had served as a regional entrepôt, with imported goods being transported to the hinterland using the river Gambia. Supported by relatively low import taxes, a well-functioning port and customs services and limited administrative barriers, The Gambia’s position as a trading centre was reinforced (DTIS 2014). Business boomed and riverine settlements mushroomed along the river Gambia; Kaur-wharf town, Kuntaur, Tenda-Ba, Njawara, Janjabureh, Bansang, Basse and Fatoto became bustling trading capitals. Gambia still serves as an important port to many countries in the sub region (e.g. Mali, Guinea Bissau, Guinea Conakry, and Southern Senegal) although this has since declined – the country has lost competitiveness due to several trade related policy decisions.

Imports dominate trading, accounting for 39 per cent of GDP in 2014 (CCA, 2015), of which 33 per cent comprise of food and agricultural products, while 43 per cent constitutes fuel and manufacturing inputs. In terms of the value of total imports, The Gambia registered a 6.6 per cent increase from D16.1 billion in 2014 to D17.2 billion in 2015, due mainly to an increase in domestic demand. A significant proportion of imports (estimated around 30 per cent) are still destined for re-export, which mainly focus on textile and wood. In 2015, the country’s main exports were groundnuts (32.7 per cent), followed by Cashew nuts (20.6 per cent), wood and articles of wood (mainly logs 20.1 per cent) and fish and fisheries products (13.6 per cent). These four products accounted for 87 per cent of domestic exports valued at D3.8 billion. Cashew and sesame are also showing promise, although both currently account for approximately 5 per cent of export revenue. Other export products relate to the tourism sector, which constitutes the

country's main foreign exchange earner accounting for 60 per cent of the country's foreign exchange earnings. The trading base is thus narrow, with heavy reliance on two sectors (agriculture and tourism) for foreign exchange earnings over the past five decades. ECOWAS, Asia, and the EU continue to be the main sources of Gambian imports, as well as the top destinations for The Gambia's exports.

Consequently, The Gambia's trading landscape is characterized by declining and stagnant domestic exports and an increasing growth in imports, which has led to a continuous current account deficit reaching 13.3 per cent of GDP by 2015- this has been the trend over the last 30-years (except for a few years i.e. 2003, 2007, when trading activities registered a trade surplus). For decades, The Gambia has been faced with serious trade challenges, which explains the country's lacklustre GDP growth. Weak trade competitiveness further ensured that the country is unable to seize market opportunities and claim a bigger share of the global market.

The Gambia is a Least Developed Country (LDC). As such Gambia's products are not subjected to tariffs in most export markets. The country benefits from preferential access granted by its trading partners, notably the largest industrialized countries under the generalized system of preference and the EU under "Everything But Arms" (EBA) Initiative and the US African Growth and Opportunity ACT (AGOA). The Gambia also enjoys nearly complete duty-free, quota-free (DFQF) access in major markets of the world. However, the country has not been able to take full advantage of these export market opportunities due to many inherent supply side constraints. Key is compliance with World Trade Organization (WTO) Sanitary and Phyto Sanitary (SPS) requirements and Technical Barriers to Trade (TBT) Agreements, as well as, market information gaps and limitations imposed by the Standards and Technical requirements in the export markets.

The Gambia has consistently been faced with the challenges of a weak national quality infrastructure, which makes it difficult to fully realize the benefits of multilateral trading system. In particular, it faces Non-Tariff Measures (NTM) in accessing the export markets. Similarly at the national level the weak national quality infrastructure has impeded industrial growth and expansion and has made it difficult for Government to fully protect consumer health and safety and ensure fair trade and value for money for goods and services. National regulatory framework, standardization, metrology, accreditation and conformity assessment institutions that make up the National Quality Infrastructure face many challenges to be effective.

Table 6.6: Summary of The Gambia's external trade in D' 000

<b>FLOW</b>	<b>2012</b>	<b>2013</b>	<b>2014</b>	<b>2015</b>	<b>Percentage Change</b>
Total Trade	15,952,546	16,357,494	20,448,383	20,385,098	0.3%
Imports	12,158,600	12,550,253	16,140,200	16,640,430	-3.1%
Domestic Exports	587,804	413,409	669,632	814,775	-21.7%
Re-Exports	3,206,142	3,393,833	3,638,552	2,929,893	

Total Exports	3,793,946	3,807,241	4,308,183	3,744,668	13.1%
Trade Balance	- 8,364,653	- 8,743,012	- 11,832,017	- 12,895,763	-9.0%

**Source: GBOS 2017**

The country's Trade Facilitation environment, for both hard and soft infrastructure, is challenged by limited size and inefficiencies at the Banjul Seaport due to manually based procedures that negate the advantages of automation at the road corridors and at custom points. With the WTO Trade Facilitation Agreement (TFA) entering into force, the need to be compliant and competitive as a sub-regional hub for transit trade is even more imperative.

With The Gambia's imminent ratification of the WTO TFA, it becomes all the more important that the articles of the agreement are implemented, supported and monitored. A number of obligations under the agreement have been triggered with its coming into force including the requirement to submit within a year (February 2018) the categorization for each of the articles and sub-articles.

A comprehensive review of the articles needs to be completed as soon as possible for submission of the notification of categories. The WTO FTA requires that a National Trade Facilitation Committee (NTFC) be in place even before the FTA comes into force. The NTFC would need to be formalized by legislative decree.

The GRA's migration to ASYCUDA World has several potential advantages including the enhancement of the risk management module, a web-based application with the potential to support a broader e-government application where connections can be directly made to other border management agencies' systems, such as banking, Ministry of Health, the port and the Ministry of Agriculture. Government needs to secure its financial shortfall to enable an extended, but comprehensive transition into the new version of ASYCUDA.

The instability of the electrical power system and lack of Internet bandwidth impedes the ability for the GRA's customs administration from using a national hub and spoke method to connect the land border crossings with the national HQ. While there have been efforts from the GRA to improve the conditions of the land border crossings, more is still required to ensure consistent and reliable power and connectivity. Training, including the current training centre for the GRA, should be augmented to ensure that customs and other agencies (e.g. The Gambia Immigration Department) with a border management mandate could come together to better serve the needs of the trade community.

There are challenges in the current implementation of the ISRT including lack of consistency in the application of the scheme within the neighbouring countries thus muting the intended benefits of the program for the trade community. As a short-term measure, the government should work closely with the Senegalese authorities as a priority and the other transit gateway partners including Guinea Bissau and Guinea Conakry to optimize the sub-regional use of the ISRT to provide the full benefits of the protocol for the trade community.

The Port of Banjul lacks a port or terminal operating system, which can lead to challenges and delays in the administration of the customs and other government agency requirements for clearance of goods. Specifically of concern for compliance and enforcement needs is the lack of an automated tracking system of the shipments once off-loaded from vessels. A proper inventory tracking system is required as customs needs to be able to track shipments from the moment of unloading to where the consignments are located in the yard. If not, this is potentially a significant enforcement breach. Risk management in cargo control could also be improved. While risk management areas have been established in the GRA, they are in their infancy and should be encouraged and supported to continue to build capacity in determining risks and introducing a proper post clearance audit strategy as a complementary tool to a holistic risk management system.

The intermediation role played by the financial sector in facilitating both domestic and foreign trade over the years and the liberalized nature of the financial sector augur well for transforming The Gambia into a Financial Centre. However, financial intermediation remains skeletal and at the most basic level; essentially provided by the commercial banks, and to a very limited scale, insurance companies. This leaves a gap to be filled by savings and loans institutions, pension funds, credit unions, mortgage and loan associations, venture capital, and other financial bodies like agricultural banks, investment banks, and merchant banks.

## 6.8 Infrastructure and Energy

### 6.8.1 Transport

The country's transport system falls under three modes; (i) road transport system (consisting of a primary network, inter-urban trunk roads; gravel surfaced secondary roads; urban roads confined mainly to the Greater Banjul area; and gravel/earth surface rural feeder roads); (ii) Air Transport System provided by Banjul International Airport at Yundum, and (iii) Maritime and River Transport consisting of the Banjul Port and the River transport.

Transport is critical for the efficient functioning of the national economy as it provides vital and essential links between areas of production and markets and facilitates access to social and economic facilities. For the private sector, transport infrastructure is critical for competitiveness and is equally an opportunity for participation through public private partnerships (PPPs). Growth in other sectors will impose corresponding quality and quantity demands on the transport sector. The government prioritizes suitability, cost effectiveness, environmental sustainability, and appropriate institutional mechanisms for effective inter-modal coordination and communication between the user, operator, regulator, and the Government.

In addition, the country's spatial geography of being divided by the River Gambia continues to be an important factor in any transport development discourse as this geography imposes not only the imperative to connect its two Banks for national integration, but also to use its transport system for the integration of Senegal, which is also divided by the River Gambia.

Currently, the transport sector partially falls under the responsibility of the Ministry of Transport, Works and Infrastructure (MoTWI), in charge of the management of infrastructure, whereas the Ministry of Trade, Industry, Regional Integration and Employment oversees services. Several state agencies reporting to the MTWI are also involved in the regulation and management of transport sector:

- Gambia Civil Aviation Authority oversees the regulation of civil aviation and air transport industry, and the management of Banjul International Airport.
- National Road Authority oversees the development, management, and maintenance of the national level road network. It also manages secondary and tertiary roads.
- Gambia Maritime Administration regulates maritime and river transport and controls the Port Authority.
- Gambia Port Authority manages Banjul port and oversees ferries activities.
- Gambia Ferry Services Co Ltd. operates ferries on eight crossings of Gambia River.

### **Road sector**

Gambia's road network is comprised of 800 km trunk roads. NRA's objective is to complete pavement by 2019 and 2,500 km long feeder roads that NRA also manages. Roads maintenance by NRA is funded from a fuel tax of 1 GMD since 2015. Periodic maintenance is contracted out to private sector and carried out in a traditional manner. Subsidiaries of foreign firms dominate the road industry, as only 2 per cent of works are done by Gambian enterprises.

### **Road freight transport**

Road freight transport is fully liberalized with only a regime of recommended tariffs. Foreign trucks are allowed to load freight in Gambia, but only on transit. The National Transport Control Association (NTCA) regroups associations of truck (and bus) owners and drivers.

### **Maritime sector**

The Port Authority is a State entity created by an act of Parliament. From its inception it has been a service port, meaning the authority directly owns facilities and manages operations. There is no private participation. This is a cultural legacy of the country's independence and until the new Government there was no political will to change this situation.

Facilities dedicated to freight include one wharf (120 m, 9 m draught), a jetty (300 m, 12 m draught), and internal quays with 6m draughts used by smaller vessels. The depth of the Gambia River at the port entrance limits to 8.5 m maximum. Despite the small size of the port (63,000 m<sup>2</sup>), the port offers storage areas of containers to shipping lines nearby the jetties, in its backyards and on a recently commissioned 16,000 m<sup>2</sup> space. There is no dry port so far, although such a project was included in the 2008 master plan.

In 2016 the port handled about 2 Mt (+7 per cent increase compared to 2015) and 78,000 containers (about 48 per cent are imports, 15 per cent exports and 37 per cent empty). There was a traffic dip in 2014/2015, due to lower imports of consumer **goods and construction materials**.

Table 6.7: Overall traffic at Banjul Port (000t)<sup>38</sup>

YEAR	2008	2009	2010	2011	2012	2013	2014	2015
000'MT	1,261,007	1,412,661	1,402,135	1,718,938	1,615,328	1,573,373	1,933,075	1,860,296

Source: Banjul Port Authority

Table 6.8: Container traffic (TEU<sup>39</sup>)

	2012	2013	2014	2015	2016
Total	69,000	65,000	81,000	83,000	78,000
Imports	35,000	32,000	41,000	42,000	38,000
Exports	12,000	9,000	12,000	9,000	12,000
Empty	22,000	24,000	29,000	32,000	27,000

Source: Banjul Port Authority

Internal trade represents a small share of imports, whereas transit is at 9 per cent and there are an additional 60 per cent of goods under informal cross border trade, paying custom taxes at the port and exiting Gambia thereafter, mostly to Senegal and Guinea Bissau.

Port systems are out-dated, with manual recording of stored containers. It is urgent to implement a computerized terminal operating system, which would be faster and more reliable, and greatly reduce informal costs for users. Processing of manifests by customs is also manual. Overall, port charges are competitive and 30 to 40 per cent lower than in Dakar port. The port is financially self-sustainable and makes a profit.

Table 6.9: Port financial indicators (M GMD)<sup>40</sup>

	2013	2014	2015	2016
Turnover	748	+16%	-11%	+11%
Operating profit	217			
Net Profit/Deficit	68	100		
Outstanding debt	455			

Source: Banjul Port Authority

The outstanding debt (about 100 M\$) was mostly raised from AfDB. BPA currently meets its repayment obligations.

<sup>38</sup> Pending data request (Banjul Port Authorities)

<sup>39</sup> Twenty Equivalent Feet.

<sup>40</sup> Pending data request (Banjul Port Authorities)



The port authority intends to enter a concession for container handling and possibly other activities. Many ports have signed BOTs<sup>41</sup> with private partners for the operations and possibly new investments of container terminals and such a formula brings many benefits in terms of efficiency, speed, and costs. In the case of Banjul port, the following measures may be needed:

- Update the port master plan identifying short term improvements of port operations including entering a PPP<sup>42</sup> for the provision of container handling activities;
- Assess the feasibility of possible PPP contractual schemes from O&M<sup>43</sup> contract to full BOT and their potential attractiveness to investors, as well as of related adaptations to the role and organization of the port Authority and determine potential social impacts.
- Mobilize technical assistance to structure the container activities PPP, draft contract, organize tender, evaluate bids and close the deal.

### **River transport**

Ocean faring ships can navigate upstream on Gambia River until 250 km deep up to 4.5 m draught, and 400 km up to 3.5 m draught. In the past there was heavy freight traffic on Gambia River, but nowadays only barges carrying peanuts still navigate on the river.

### **Civil aviation**

The Gambia Civil Aviation Authority (GCAA) oversees the regulation of the air transport industry, manages Banjul international airport, and is responsible for air navigation services

The GCAA continues to perform dual function, which are operating BIA and regulating air transport. It is urgent to resolve this conflict of interest and separate regulatory roles from operational and management functions.

Civil aviation is fully liberalized so that any domestic company meeting corporate, technical and safety requirements may operate. None has been licensed so far. There is no national carrier since 2007 when Gambia International Airlines stopped air transport activities. Gambia has entered into an open skies agreement with the US and is party to Yamoussoukro agreement. In addition, the country has signed bilateral agreements with several EU countries, negotiated jointly with European Commission.

There is only one airport in Gambia, Banjul International Airport (BIA). Traffic at Banjul International Airport is as follows:

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<sup>41</sup> A Build Operate and Transfer contract is a Public Private Partnership where private investors build, finance and operate a facility that charges a fee to users in order to repay financing costs, cover operating and maintenance costs and ensure a sufficient financial return to investors, and transfer the facility and its equipment back to the public body which awarded the contract at its end.

<sup>42</sup>PPP: Public Private Partnership.

<sup>43</sup> O&M contract is a PPP where a private party operates and maintains equipment.

Table 6.10: Banjul Airport traffic

	2012	2013	2014	2015	2016
Overall passenger traffic (pax)	316,856	348,248	319,332	262,930	326,757
Regional flights	86,139	99,892	76,086	53,039	57,133
European flights	230,717	248,356	243,246	209,891	269,624
Freight traffic (t)	1,091	1,387	1,792	1,702	1,744

Source: GCAA

Passenger traffic dropped in year 2015 and recovered in year 2016 and was not much affected by political issues as the unrest after the peak of the tourism season. Most passengers come from Europe, while the remainder travel on regional airlines. Freight traffic went up in 2013/2014 and stabilized afterwards. The Gambia International Airlines still provides ground-handling services, but there is no barrier to the entry of competitors. Two companies provide passenger-processing services.

BIA accounts are significantly affected by outstanding hard currency debts amounting to about \$80 million. The respective loans were raised from the Kuwaiti fund, the Saudi fund, and the African Development Bank, but to a lesser extent. Revenues peaked at 400 million dalasi in recent years, and BIA made a D25mn profit in 2015. GCAA has been seeking for many years to finance an ambitious investment program amounting to \$118mn but the priority levels of each of the components of the program has yet to be assessed. The need to keep staff capacity in line with the rapid changes in the industry is also constrained by the high capital-intensive nature of the requirements.

### Summary of Key Challenges in the Transport Sector

Many of the policy directives on ‘institutional mechanisms for coordinated planning and sector regulation’ whose objectives were to ensure the application of commercial principles in the management of the sector have not been implemented. This has negatively affected intermodal coordinated planning, the regulatory environment, and ultimately the efficient functioning of the market.

Improving the institutional framework of the sector by bringing all transport activities, including transport services, under the umbrella of the Ministry of Transport, as well as transferring back the responsibility for enacting regulations, policy and sector strategy to this Ministry is critical. Fixing the flaws and conflict of interest situations by separating regulatory roles from operational and management responsibility, starting with the civil aviation and air transport sector and establishing a land transport regulator will also be necessary.

The absence of a transport sector-wide Master Plan, which would have made operational the objectives of integration and prioritization in Transport Investment Planning, is preventing the movement of goods and passengers by the mode that is least costly to the economy.

Although above the sub-Saharan African average, the quality of infrastructure is poor due to maintenance neglect, with 82.50 per cent of the network in poor condition and contributing to high cost of vehicle operation/maintenance. The exception is the primary roads network, which is 80 per cent in good condition because of an on-going annual maintenance and rehabilitation contract with the private sector. The poor road maintenance is a consequence of inadequate (less than 30 per cent of estimated needs) and unsustainable road maintenance financing. Other operational issues are associated with safety and excessive axle loads and the inability of local companies to undertake extensive road construction.

There is also the need to improve trade and transport facilitation measures on regional road networks and to establish private sector driven corridor management organizations to improve the efficiency of transport and trade corridors in the country. This is of growing importance considering the impending construction of the Trans-Gambian Bridge. Associated with this need are the missing links identified in the national road network that are essential for both national and international trade, check point reductions and the full application of the Inter-State Road Transit scheme for goods transiting in Senegal to other countries (Guinea, Mali, Guinea Conakry).

Rapid urbanization is creating a transport crisis in the Greater Banjul Metropolis. Currently, there is confusion with respect to institutional responsibilities for the hierarchy of urban roads network and regulation of urban transport services on the arterial, collector and local roads. This needs to be rationalized and the institutions strengthened to improve the efficiency and accountability of the urban transport system. This is particularly important for the interrelated plans related to road networks, bus networks and truck routes, and a traffic management plan for Central Business District (CBD) in the city and major towns.

Through the Banjul International Airport (BIA), air transport plays a major role providing the international gateway for the business community with the rest of the world and as a critical facilitator for The Gambia Tourist Industry. However, the current capacity at the Banjul International Airport (BIA) is only optimally utilized during the tourist season from November to April each year indicating the potential for new business during the rest of the year. Government therefore recognizes that policy decisions regarding tariffs and charges are a key determinant to the competitiveness of the BIA. The Gambia's current policy stance disadvantages it because of strong competition from regional competitors. This is further exacerbated by higher fuel costs compared to regional competitors, as well as, inadequate equipment and machinery. Current human capacity levels are inadequate to provide appropriate management of BIA.

The Port of Banjul is the gateway for exports and import trade accounting for over 80 per cent of total international trade. The port handles about 2 million tons annually and about 80,000 containers making it a middle size port. The absence of mobile cranes on the jetties, lack of available space, a manual terminal operating system, an external dry port for the storage and handling of containers, constrain the efficiency of port operations. Inadequate depth of the approach channel and at the berth sides exclude larger vessels and impede adaptation to changing trends in the port and shipping industry. The 2008 Ports Master Plan provides for improvements to the container terminals to increase efficiency and restore the ports

competitive edge. However, non-implementation has rendered the Banjul Port uncompetitive as it is still being operated as a public service port.

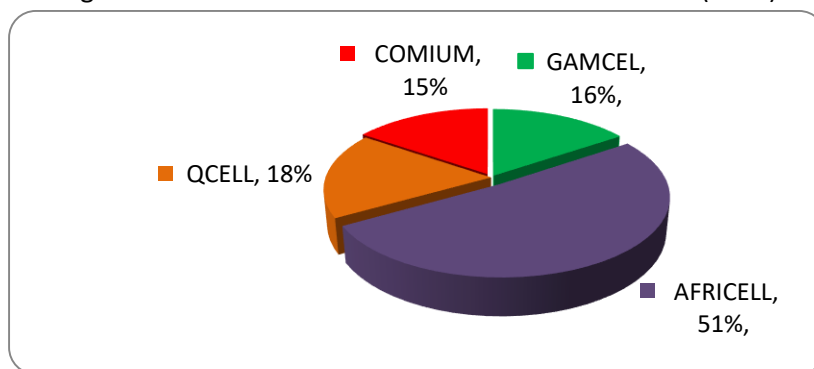
Government recognizes the complementary role played by river transport in trade (including re-export trade) and tourism. However, the river transport and its associated infrastructure have all but collapsed. Based on a survey, an analysis of flow of freight based on origin/destination indicated that weekly movements of construction aggregates, cement and building materials, and other bulky freight on the road can be shifted to river transport given a level playing field for all transport modes. These include holistic transport sector multi and inter modal planning and appropriate infrastructure pricing policies and incentives for axle load control on the road network and tax holidays for water transport operators involved in bulk haulage by barges.

### 6.8.2 Information Communication Technology (ICT)

While the country has made significant strides in the recent years in terms of developing the information and communications (ICT) sector for provision of affordable communications and internet services to the Gambian people, further effort to foster a competitive market environment is still needed to maintain this momentum of growth. Monopoly bottlenecks in the sector still exist and the application of an open and fair regulatory framework still requires strengthening. Action is still required to ensure that, increasingly, Gambian citizens can fully benefit from ICT in their social and economic lives.

The Gambia has a partially liberalized telecommunications sector with good competition in mobile and broadband, but a continued monopoly over the international voice gateway through the state-owned company, Gamtel. The telecommunications industry in the Gambia currently consists of one national fixed line operator, GAMTEL, which also provides Internet services, 4 GSM operators namely Gamcel (national operator), Africell, Comium and Qcell. Netpage, Unique Solutions, Insist Net and Qcell have also been licensed as Internet Service Providers. Africell leads the with largest mobile market share of 51 per cent followed by Qcell at 18 per cent, Gamcel at 16 per cent and Comium at 15 per cent. The Gambia has one submarine cable landing station from their investment in the Africa Coast to Europe (ACE) undersea cable through the support of the World Bank West Africa Regional Communications Program.

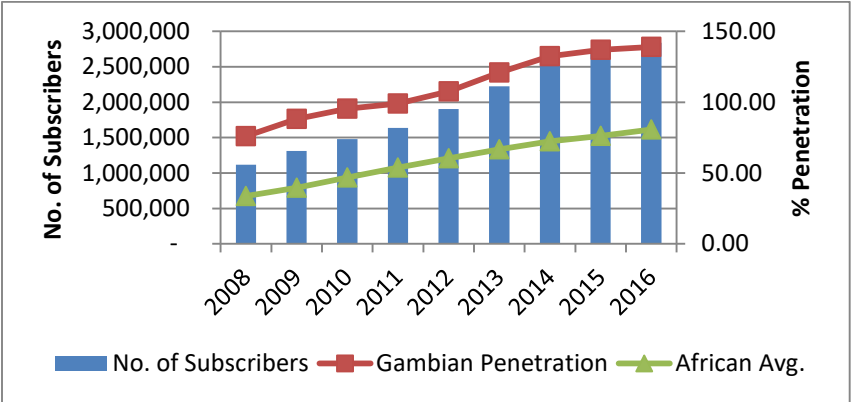
Figure 6.11: Gambia Mobile Service Market Structure (2017)



Source: PURA

The Gambia has a growing mobile voice and data market, which is increasingly becoming an “enabling sector” and an input to growth. The penetration rates for mobile services, fixed lines and Internet subscription exceed 130 per cent, 2 per cent and 20 per cent respectively. This has created a platform for new value added mobile services, such as mobile money, which aims to circumvent the low penetration rates for traditional financial services. The launching of applications for the purchase of electricity units through mobile phones by both Qcell and Africell has established linkages between the electricity and telecoms sector with. The average revenue per user (ARPU) in the sector remains low ranging from \$1.20 - \$2.20 amongst all operators.

Figure 6.12: Gambia Mobile Phone Service Penetration Rate (2017)



Source: PURA

Affordability is still one of the main barriers to mobile phone ownership and usage in particular for low-income populations. In 2016, The Gambia was ranked 163 out of 183 countries in terms of the International Telecommunication Union’s mobile service prices sub-index<sup>44</sup>. In addition, the cost of the handset and tablet device is an obstacle to ownership of devices such as smart phones and tablet computers. Another major barrier is the lack of perceived benefits. This obstacle can be greater in communities where lower overall mobile uptake makes the service less valuable because of the lack of network effects and local content.

The liberalization of the international voice gateway remains outstanding. The Information Communications Act of 2009 lays a foundation for liberalization of the telecommunications market and has paved the way for a competitive mobile market. Management of the recent ACE submarine cable landing station is by a special purpose vehicle (SPV) or public-private partnership (PPP) called the Gambia Submarine Cable Company (GSC). The GSC comprises of shareholders from both public and private sector

<sup>44</sup>To messages: It is calculated as a percentage of a country’s average monthly GNI per capita, and also presented in USD and PPP\$. monitor mobile-cellular prices, ITU uses the mobile-cellular sub-basket, which refers to the price of a standard basket of 30 outgoing calls per month (on-net/off-net to a fixed line and for peak and off-peak times, in predetermined ratios), plus 100 SMS

telecoms operators and the Government. Private shares account for 51 per cent. To date, and in-line with the continued liberalization agenda, the private GSC members should have been issued with both international voice and data gateway licenses, but have only been issued with the data gateway license. The PPP arrangement for managing the ACE landing station together with the requirement for open access of the international gateway by all the PPP members had been agreed on by the Government and the World Bank during the preparation of the WARCIP project. Subsequently, the PPP agreement signed by the Government and private members states that each member would be issued licenses to operate its own gateways for both data and voice.

The monopoly over the international voice gateway has negatively impacted the profitability of the private mobile operators and their capacity to reinvest and upgrade their networks, thus slowing overall network expansion and degrading quality of service in The Gambia. This also means that the sector, and country itself, has not yet fully benefited from the new ACE Internet capacity.

Table 6.11. Investor shares of the ACE landing station

		Initial Request	Bandwidth Equivalent (Gbits)
Public Investor	The Government	19%	1.0
	GAMTEL	30%	1.5
Private Mobile Investor	Africell	15%	0.8
	Comium	10%	0.5
	Qcell	16%	0.8
Private ISP Investor	Netpage	5%	0.3
	Unique Solutions	5%	0.3

Source: PURA

Government continues to develop its state-owned communications infrastructure to ensure better connectivity throughout the country. As part of an ECOWAS regional connectivity initiative, and through a part loan-part grant \$33.26 mn project financed by the Islamic Development Bank (IsDB), Gambia today has a national fibre optic network running from Banjul to Fatoto called the ECOWAN network. Government is further developing WiMAX last mile infrastructure, and national fibre optic links (947 km) from Banjul to Basse in the North Bank and from Banjul to Fatoto in the South Bank of the country. This project is expected to build the missing/critical fibre network on the North Bank and replace existing obsolete network on the South Bank.

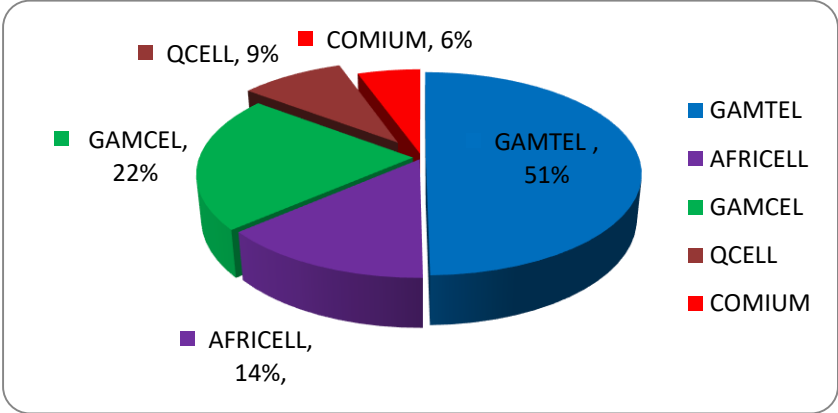
The ECOWAN network consists of an 'essential facility', as it is infrastructure that is core to the nationwide fibre optic network. There is limited economic justification for duplicate investments in essential facilities due to high sunk costs, as well as operational costs. Hence, the owner of such a facility such as ECOWAN is responsible for ensuring open and fair access to this infrastructure by all players in the market to avoid becoming a bottleneck to further expansion of operator networks. Currently, the ECOWAN infrastructure

is hugely underutilized due to missing links - the last miles - that is required to reach the rural areas. Gamtel is managing and operating the ECOWAN network, as well as the WiMax network and the redundancy network link through to Sonatel’s network in Senegal. Due to its existing debt situation Gamtel is currently not capable of investing in the last mile of the ECOWAN network.

Despite the continued monopoly on the international voice gateway and difficulties in utilizing the ECOWAN network, there are still notable advancements in the telecommunications sector. The ACE project has had transformational impact on the ICT sector. The cost of wholesale capacity for example drastically reduced from \$8000 (pre-ACE) to \$200 (post-ACE). In addition, as a result of the increased capacity, Government has deployed LTE (long term evolution network) to 36 MDAs leading to their connection via the broadband government network. The IFMIS project is one of the first systems to be deployed over this network.

Furthermore, WARCIP brought broadband Internet to six schools “Connect a School, Connect a Community” initiative led by the Ministry of Information and Communication Infrastructure (MOICI). Students use the computer laboratories during the day, while the community at large uses them in the evenings and weekend. There is currently 2,177 staff employed in the telecoms sector. GAMTEL and Gamcel have the highest share of these employees in the sector at 51 per cent and 22 per cent respectively. Africell has 14 per cent of the sector employees followed by Qcell and Comium at 9 per cent and 6 per cent respectively.

Figure 6.13: Gambia ICT Employment share (2017)



Source: PURA

**Key Challenges and Opportunities**

At the time of review, the National Information and Communications Policy (NICI) registered an 81 percent implementation success rate. The updated NICI II (in 2016) reflects the next stage in the development of the ICT sector and takes account of the socioeconomic challenges Gambia is facing. It focuses not only on

ICT sector development but also on the role of ICT as an input for increased productivity, economic growth, and social development. The “enabling” nature of the ICT sector makes it important for the country’s overall development, as it can provide the inputs for other sectors such as health, education, tourism, and agriculture to flourish. Opportunities are many, as ICT can be applied and leveraged in all segments of the economy. Furthermore, ICT can facilitate and improve service delivery in the education and health sectors. Of relevance, is the role the ICT sector could play for the youth, where it could provide Gambia a leapfrogging opportunity.. The role of the ICT sector in addressing not only unemployment, which currently stands at 29.8 per cent, but also youth unemployment of 38 per cent is therefore critical. Employment in IT outsourcing, business process outsourcing, call centres could be considered. Innovation hubs are being established across Africa and the impact on the economy is already being realized. Youth who have the digital skills would have the opportunity to explore opportunities in the growing digital industries across the globe and digital entrepreneurship, right from Gambia as participation in the digital space only requires a good broadband Internet connection. However, in order to realize these digital dividends, key policy and regulatory issues need to be addressed.

The greatest challenge to the development of the ICT sector is still the continued monopoly of the international voice gateway. The failure to liberalize the gateway is not in line with the Information and Communication Act of 2009, and has resulted in exorbitantly high international call rates and inefficiency and degrading quality of service. Furthermore, the private GSC members continue to pay the Government for their shares in ACE cable despite not having received their operating license for the international voice gateway, which adversely impacts their ability to invest in their networks. This has resulted in poor and expensive last mile connectivity options for the public. The management contract with a third-party revenue monitoring company has raised concerns about transparency and accountability, particularly in relation to the auditing of the revenue being collected and deposited with the former Government.

Global trends indicate that in the immediate aftermath of liberalization, international incoming termination rates fall by at least 31 per cent with an increase in call volumes by at least 65 per cent<sup>45</sup>. In order to realize these projected results, PURA proposes a 35 per cent reduction of incoming international termination rates from \$0.53 to \$0.36. Under this tariff structure, the revenue will be distributed between operators, government, and the regulator by 56 per cent, 36 per cent and 8 per cent respectively. Based on these assumptions, PURA estimates that annual revenue of D2.35 billion will be generated post-liberalization. PURA proposes that it verify the traffic volume for international voice calls for revenue assurance purposes and to ensure accurate remittances to the Gambia Revenue Authority (GRA). Apart from the D848mn which Government would realize annually from the gateway tariff surcharge, there could also be increased taxation on revenue from the operators as the net forecasted tax post liberalization is D1.46bn. This does not include VAT and other consumption taxes, which is estimated to also increase significantly.

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<sup>45</sup> PURA analysis



GAMTEL/ GAMCEL continues to struggle to compete effectively in the ICT sector. Its main source of revenue, which used to accrue from the gateway, has shrunk drastically over the years for various reasons including the increasing use of OTTs (over the top services) such as Skype and Viber. They are over staffed with around 1,300 employees and have been a significant strain on Government's budget as a result of their dire circumstances.

Delays in restructuring will play against Gamtel as the market becomes more dynamic and technology advancements evolve. Even if the gateway is not liberalized, the effect of the increasing use of OTTs will continue to deplete gateway revenue. Part of the restructuring will need to address the excess staff at both institutions, which is typical of SOEs in general. GAMTEL will have to focus on which services they will be most suited to provide, such as wholesale, infrastructure, carrier of carriers or triple play. Special attention needs to be given to the ECOWAN project to avoid the transfer of monopoly power/dominance from the international gateway to the backbone in the event of liberalization. Bold regulatory action would be needed to ensure the ECOWAN project is maintained on an open access basis with charges set to be fair, reasonable and non-discriminatory. Initial regulatory assessments have classified it as a key bottleneck infrastructure, which is open to pricing control.

The reform of any telecoms sector requires effective and efficient regulation. Failing this, the regulator may pose risk to the industry in itself. PURA's role in the proposed reform of the sector is pivotal to its success. Therefore, continued capacity building to oversee the sector and to ensure enforcement of the Open Access Policy (ACE & ECOWAN), spectrum management, infrastructure sharing and a fair tariff regime will be increasingly important to further develop the broadband internet market particularly in the aftermath of the Digital Switchover.

### 6.8.3 Energy

Energy is a critical element in the development and functioning of The Gambia's economy. As an essential input to households, agricultural production, ICT, transportation, industry, commerce and the knowledge industry, the country's dependence on energy will also continue to grow as the population increases and standards of living improve. The Gambia has a dual energy system where traditional and modern energy systems co-exist.

The main source of energy in The Gambia is fuel wood, followed by petroleum products and a small growing fraction of renewable energy (solar and wind). LPG is also an important source of energy although its use is higher among the affluent segment of urban households. The biggest consumers of energy in The Gambia are households and the transport sector, with a steady and consistent increase during the past decade in the consumption of petroleum products. Residential consumers consume approximately 44 per cent of the electricity produced. The small-scale industries including hotels and larger industries use approximately 39 per cent while commercial entities use about 8 per cent. Government and NAWEC consume the remaining 9 per cent (NAWEC, 2011).

## Electricity Sub Sector

In July 2017, The Gambia's power sector is in a precarious situation. Only 45MW of generation capacity is available in the Greater Banjul Area (GBA) compared to at least 70 MW demand, meaning blackouts are pervasive. Moreover, NAWEC's debt has mushroomed to D9bn (approximately \$200 million), making the sector financially untenable for private investment. Consequently the electricity roadmap has been updated and approved.

The Gambia's installed generation capacity is currently 99 MW, which is entirely provided by heavy fuel oil (HFO) thermal power plants. Insufficient resources for maintenance have led to deterioration in available capacity in the Greater Banjul Area (GBA) to about 45 MW. This is not sufficient to meet peak demand, which between June and September is expected to exceed 70 MW. The situation has worsened with the scarcity of cash available to purchase fuel. Urgent measures have been taken to ensure short-term heavy fuel oil purchases, but these are nevertheless estimated to only cover consumption for four months.

New generation capacity in the pipeline is expected to relieve these shortages in the medium term. Over the next 12-18 months around 50 MW of base load capacity are coming on line. At the end of 2018 projects from the World Bank/GESP (18-20 MW); the Islamic Development Bank (IsDB), 11MW; 20 MW from the Arab Bank for Economic Development in Africa (BADEA), and OFID will add new generation capacity, all of which will be heavy fuel oil. In the long term, the regional WAPP interconnection transmission project, Organization pour la Mise en Valeur du fleuve Gambie/Gambia River Basin Development Organization (OMVG), will provide 14 MW from Kaleta in 2020, and 45 MW from Souapiti in 2023, all at affordable prices.

Despite these planned increases in generation, additional investment is required; recent forecasts suggest that electricity demand will grow to 150 MW in 2020 and 200 MW in 2025. There is therefore a critical need to develop sustainable, low-cost generation. In essence, additional investment is required in transmission and distribution to evacuate added power, reduce technical losses and enhance technology to lodge renewable energy supply.

From a corporate perspective, NAWEC is in dire financial situation. It is currently unable to cover its operational expenses. Institutional actions are needed that will transform NAWEC into an efficient, financially viable off-taker that can attract IPPs. It is therefore necessary to find strategies that balance the needs of short-term supply while also reducing generation costs to help make the sector more financially sustainable.

With these substantial needs and a new political chapter beginning in The Gambia, the electricity sector is being inundated with unsolicited proposals. These include proposals from both emergency power, as well as long-term Independent Power Producers (IPPs). In parallel, many donors are seeking to engage or

re-engage in the sector including, but not limited to, the European Union (EU), the EIB (European Investment Bank), the French Development Agency (AFD), and the African Development Bank (AfDB). Stakeholders have noted the urgent need to establish greater predictability and control in the electricity sector.

## Sector organization

### Institutional Setting

The key stakeholders of the Gambian electricity sector are National Water and Electricity Company (NAWEC), the Public Utilities Regulatory Authority (PURA), the Ministry of Petroleum and Energy (MoPE), and the Ministry of Finance and Economic Affairs (MoFEA). Electricity, water, and sewerage services are provided by NAWEC, a vertically integrated public utility that handles generation, transmission, and distribution of electricity, as well as water production and distribution, and sewerage. The MoPE is responsible for the implementation of Government policy in relation to electricity supply, transmission and distribution, energy security and renewable energy. PURA was established in 2001 and conducts tariff reviews and recommends tariff adjustments to the MoFEA, which evaluates the financial implications and provides advice for final decisions. The main challenges affecting PURA relate to tariff mechanism that is not cost reflective, does not allow for automatic price adjustment and the inadequate feed in tariff information.

Table 6.12: Snapshot of electricity sector performance

Parameter	Value
Electricity Access rate	47% (2014, SE4ALL GTF)
Number of electricity customers	155,000 (2016)
Installed capacity	Country: 99MW of which 54MW is available (May 2017) Banjul: 88MW of which 45MW available (May 2017)
Peak Demand	Approx. 70MW, but generation requirement for up to 150MW given suppressed demand (2017)
Energy mix	100% HFO (2017)
Share of private sector in generation	0% (2017)
Average cost of service	\$0.44 / kWh (2014)
Average tariff	\$0.22 / kWh (2014) \$0.26 / kWh (2016)
Average T&D losses	24% (2016)
Electricity bill collection rate	88% (2016)
Utility debt (electricity water and sewerage)	Stock of debt is ~D9billion (~\$220m), or 4x annual turnover

Some of the key characteristics of the Gambia`s electricity sector include:

- **Low access to electricity:** electricity access in The Gambia is estimated at 35 per cent of the population. While 60 per cent of the population in the GBA is served, only six per cent of the population in the outlying provinces has access.

- **Inadequate supply means blackouts are frequent:** NAWEC has an installed capacity of 99 MW. of which, only 54 MW are currently available. 88MW is installed in the GBA, of which, 45 MW is available against an estimated peak demand of 70 MW. Installed capacity is 100 per cent liquid fuels, with NAWEC consuming on average 6,000 metric tons of HFO per month.
- **High transmission and distribution losses:** Transmission and distribution network losses were approximately 24 per cent in 2016, increasing the cost of supply on a per kWh basis.
- **Commercial:** NAWEC had 155,000 electricity customers in 2016, over 90 per cent, of which, are in the GBA. Bill collection rates have steadily improved to 88 per cent thanks to the widespread introduction of prepaid meters (almost universal coverage for residential customers).
- **Highly indebted utility:** Collected revenues have not covered accrued costs forcing the utility to expand its debt to cover short term operating costs in addition to investment needs. Despite a 12 per cent tariff increase in January 2015 and a government-backed debt restructuring in 2015, NAWECs debt has mushroomed to D9bn (approximately \$200 million), equivalent to four times the annual utility revenue, or 25 per cent of GDP.
- **Earlier reform efforts:** In terms of reform, the sector successfully established a regulator. NAWEC remains a small and traditional vertically integrated state-owned utility. The government tried to bring the private sector into generation in 2006 through a heavy fuel oil IPP (Global Electric Group). However, following irregular payments and cash flow issues, NAWEC purchased the assets from the IPP in 2013.

### Key obstacles in The Gambia’s electricity sector

Some of the key obstacles that pose challenges to progress include NAWEC’s unsustainable debt levels, inadequate spending on maintenance of heavy fuel oil engines, and tariffs set at rates that are too low and leaves NAWEC exposed to external shocks beyond its control.

<b>Box 6.3: Key obstacles in The Gambia's electricity sector</b>	
<b>Obstacle</b>	<b>Description</b>
<i>Unsustainable debt</i>	NAWEC is highly indebted and essentially bankrupt. For years, collected revenues have not covered accrued costs forcing the utility to expand its debt to cover short term operating costs in addition to investment needs. Despite a 12 per cent tariff increase in January 2015 and a government backed debt restructuring in March 2015 in the form of a consolidated bond, total debt taken out by or on behalf of NAWEC has mushroomed to around 9.5 billion Dalasi (approximately \$215 million), equivalent to four times the annual utility revenue, or around 25 per cent of GDP. The debt is so large that loan default threatens the stability of the nation’s banking system, often forcing the government to bail out NAWEC.
<i>Inadequate spending on maintenance</i>	Due to a constrained financial position, NAWEC has been unable to carry out all of its routine maintenance activities. As a result, less than 50 per cent of installed generation capacity is available and T&D losses have increased.

<i>Tariff levels are too low</i>	Even if NAWEC collected 100 per cent of its billed revenue, cash collected would not be sufficient to cover costs. While the cost of supply should reduce in the medium to long term (as the energy mix improves through OMVG (expected to be operational by 2020) and T&D losses are reduced), current tariff levels are inadequate to cover accrued costs.
<i>Tariff structure leaves NAWEC exposed to external shocks beyond its control</i>	With the cost structure outlined above, external shocks have a major impact on NAWEC. For example, between 2000 and 2016, the Gambian Dalasi depreciated 200 per cent against the US dollar. There is no automatic pass through mechanism in the tariff structure to respond to these shocks, and no minimum period within which tariff reviews need to happen (NAWEC need to initiate a tariff review process which it is often hesitant to do). The utility therefore remains exposed to global oil price shocks and exchange rate fluctuations, which are beyond its control.

## Opportunities

The Energy Roadmap and Action Plan for The Gambia identified basic, short-term, and medium-term investments needed to restore the sector's performance. The basic needs include the rehabilitation of existing heavy fuel oil plants, targeted investments in Transmission & Distribution (T&D) to reduce losses, and the installation of meters. The short-term investment needs include new thermal power plants to run on heavy fuel oil and further transmission and distribution network improvement investments. Medium-term investments are comprised of regional interconnections that provide access to clean and low-cost electricity imports.

- A. **Financial Viability:** The urgent short-term need is to achieve financial equilibrium in the sector and "stop the bleeding". A November 2016 workshop convened key stakeholders in the energy sector to agree short and medium-term measures to address NAWECs financial viability challenges. Key workshop agreements included:
- NAWEC to renegotiate its fuel supply contract with GNPC, or explore sourcing from the market directly (per the practice of other utilities in the region);
  - NAWEC to develop a debt restructure and debt sustainability plan. In the short term, the government may be forced to bail the utility out, but given that it faces its own debt sustainability issues, NAWEC will need to restructure its debt, develop a debt sustainability plan and put in place a strong financial management and control system to avoid the situation repeating itself. A capital injection may be necessary;
  - NAWEC is to apply for a tariff review;
  - Government to initiate a Performance Contract between the State and NAWEC;
  - Government to explore the possibility of an automatic pass through mechanism for fuel prices and exchange rate changes; and
  - Government to ensure that Public Service Obligations are funded.
- B. **Operational Competence:** in parallel, it is critical to improve the management of NAWEC, a major focus of the current World Bank project (GESp). The project will finance a service contractor to provide

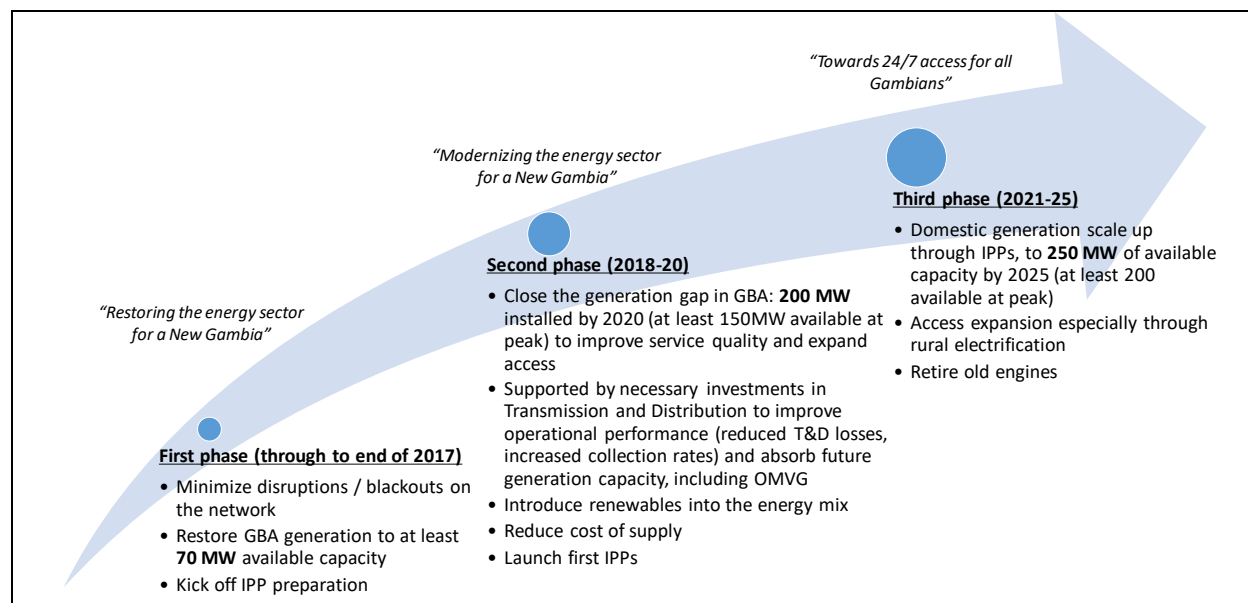
advisory support to the key management functions (finance, commercial, technical etc.). The service contractor will also implement a revenue protection plan, design a new IT system for finance (commercial and HR), and support the separation of accounts for the various service lines (electricity, water, sewerage). As mentioned above, a Performance Contract may also be introduced between the State and NAWEC to enhance the operational performance of NAWEC.

- C. **Security of Supply:** In the medium to long term, the OMVG regional interconnection project is a potential game changer for The Gambia, enabling the import of reliable low cost clean energy (hydro) from Guinea at a cost of around \$0.12/kWh compared to current generation costs in excess of \$0.30/kWh. Hydro plants in Guinea include Kaleta (240MW of which 14MW is reserved for The Gambia, commissioned in 2015) and Souapiti (500MW of which 50MW is reserved for The Gambia, construction started in 2016 with completion expected by 2023). OMVG have agreed term sheets for the agreed shares of electricity. Power Purchase Agreements (PPAs) will be signed when construction of OMVG line is complete and final construction costs are known. Construction of the OMVG line is expected to start 2017 and should be completed in 2020. The project involves four countries (Senegal, The Gambia, Guinea, and Guinea Bissau) and eight donors to construct a 1600km 220kV transmission loop.
- D. **Energy Access:** OMVG will also provide substantial opportunities for rural electrification by providing a transmission backbone throughout the country and several 220kV / 30 kV substations, which can be used for grid extension. In addition, there are several opportunities for rural electrification through pipeline projects. However, a national electrification plan is still needed.

### **Overview of the Electricity Road Map**

Stakeholders have agreed an electricity roadmap spanning three phases. The first phase aims to minimize disruptions and blackouts on the network and restore the GBA generation to at least 70MW of available capacity by the end of 2017, and kick off preparation for the first IPP. The second phase (2018-20) includes closing the generation gap and investments in transmission and distribution, as well as commissioning the first IPPs. The third phase aims to scale generation to 250MW of available capacity by 2025 and expand access. These phases are summarized in the Figure 6.14 below.

Figure 6.14: The Gambia Electricity Roadmap Objectives



Total investment in the sector is estimated at over \$500mn through to 2025. Of this, \$189mn is expected to come from the private sector through IPPs, and \$334 million from the public sector. Of the public-sector investments, \$157mn is already committed or in the pipeline, leaving a gap of \$177mn in transmission and distribution and access. Table 6.13 summarizes the investment needs.

**Table 6.13: Overview of estimated investment needs in the electricity sector (US \$m)**

	Total investment needed by 2025	Of which private	Of which public	Public – already committed or pipeline	Public financing gap
Generation	\$258	\$189	\$69	\$69	\$0
Transmission & distribution (down to 1kV)	\$133	\$0	\$133	\$58	\$75
Access (1kV and below)*	\$132	\$0	\$132	\$30	\$102
<b>Total</b>	<b>\$523</b>	<b>\$189</b>	<b>\$334</b>	<b>\$157</b>	<b>\$177</b>

\* Indicative estimate

## **Renewable Energy**

Renewable energy represents an area of tremendous opportunity for The Gambia. Renewable energy has a long history in The Gambia and solar energy is the predominant source – particularly Solar PV, which was first used for rural lighting and telecommunications facilities in the early 1980s. However, it is for rural water pumping that solar PV has had a major impact. More than 2MW of PV has been installed through various government and donor funded projects to provide water to rural and isolated communities. The results are impressive with more than 90 per cent of these populations having access to clean drinking water. It is also gaining popularity in the tourism industry where many hotels have now installed stand-alone or grid connected solar technologies. Small wind systems are also being successfully implemented along the coastline.

The resources for generating renewable energy vary by region depending on location or environment. This makes access to renewable energy location site specific. The average annual solar installation for The Gambia is 4.5-5.3 kWh/m<sup>2</sup> per day. This represents a high generating potential for the country with moderate wind conditions (below 4.0 m/s at 30 m height). In December 2013, the government passed the Renewable Energy (RE) Act whose key policy priority is aimed at providing reasonable incentives and facilitation to promote private sector investment in electricity-generation projects. In the medium to long term, the budding OMVG regional interconnection project is a potential game changer for The Gambia, enabling the import of reliable low cost clean energy (hydro) from Guinea at a cost of less than half the price of current generation costs.

Like all petroleum products, LPG is imported and is sold in different sized cylinders. Affluent urban households and the tourism industry use it more. Access to LPG continues to be hindered by high cost to obtain cylinders and high refill costs. Foreign exchange fluctuations have also impacted on gas pricing and market contraction.

There is an urgent need to reduce waste and increase energy conservation. Energy Efficiency (EE) combined with Renewable Energy can achieve very desirable results in improving energy access in The Gambia.

## **Petroleum Sector**

The petroleum industry in The Gambia is divided into two main sectors: upstream and downstream.

### ***Upstream sector***

Upstream petroleum sector includes scouting for potential onshore or offshore hydrocarbon fields, drilling exploratory wells and subsequently drilling and operating the wells to extract the crude oil or natural gas to the surface. So far, only some limited exploration drilling activities has occurred in the Gambia. This sector is still young and not as developed as the downstream sector. The Petroleum Act 2004 regulates the upstream petroleum sector. The prime objective of this Act is to ensure the efficient administration and management of the upstream petroleum activities to maximize benefits for Gambians.



A national oil corporation (GNPC) was established by an Act of Parliament (GNPC Act 2014) with a vision to lead the upstream and downstream activities. The corporation is considered as the technical arm of MOPE. It is the mandate of GNPC to undertake or engage in petroleum operations of development, production, and disposal.

### ***Downstream sector***

In 2016, the Petroleum Product Act was enacted for the supervision and monitoring of the importation, exportation, transportation, processing, refinery, supply, storage, distribution, and marketing of petroleum products. This sector covers the business of petroleum products ranging from the refining of crude oil to the marketing of the refined petroleum products. Hence, the downstream sector includes refining of crude oil, transportation, storage, and marketing. The downstream sector mainly focuses on refining sludge, importation, storage, transportation, and marketing of petroleum products such as petrol, diesel, kerosene, jet fuel, liquid petroleum gas (LPG) and tar.

Owing to the absence of a local refinery, all the petroleum products are imported. The importation of petroleum products is liberalized and contract arrangements have been in force with different license holders. These imported petroleum products (diesel, gasoline, heavy fuel oil, kerosene/Jet A-1 and LPG) are mainly utilized for electricity power generation and in the transport sector. A new fuel depot at Mandinari is operating with storage capacity of 51,000 metric tons. It is the only storage depot in The Gambia. Subsidiary oil marketing companies, such as GNPC, ATLAS, Jah Oil and other OMCs lift the imported petroleum products from the Mandinari depot to satisfy individual market demands. GNPC, among all other OMCs are actively involved in the downstream sector by selling imported petroleum and related products.

### **Sector organization**

#### **Institutional Setting**

The key stakeholders of the Gambian Petroleum sector are Gambia National Petroleum Corporation (GNPC) which serves as the business arm of the Gambia Government, multiple private Oil Marketing Companies the Public Utilities Regulatory Authority (PURA), the Ministry of Petroleum and Energy (MoPE), The Commission Of Petroleum, The National Environment Agency (NEA), and the Ministry of Finance and Economic Affairs (MoFEA).

- GNPC is mandated to undertake or engage in petroleum operations of exploration, development, production, and disposal. The Corporation's primary objective of the upstream sector is to ensure the efficient administration and management of the country's hydrocarbon resources to maximize benefits for Gambians. However, the downstream sector boasts of multiple downstream players

engaged in the business of buying and selling of refined petroleum products for the consumption of the public.

- The Ministry of Petroleum and Energy is mandated to identify and create opportunities of growth for the entire petroleum sector in the country and create the necessary regulations and policies to fully exploit the Gambia’s petroleum resources.
- PURA was established in 2001 to set National Standards for all petroleum products (technical specifications, establish product grades and quality control practices), to control and ensure the effective and impartial enforcement of regulations, administrative orders, standards, specifications, and codes of practice.
- MoFEA develops the price structure of imported petroleum products monthly.
- NEA prepares the Emergency Petroleum Supply Plan and conduct Environmental Impact Assessment (EIA) on all petroleum related activities.

Due to pioneering circumstances, the petroleum sector needs a comprehensive policy, institutional and regulatory framework. This must bear in mind the need for local content, competitiveness, environmental sustainability, as well as positioning petroleum gains to support the growth of other sectors. Capacity building for personnel is critical as human engagement bears the greatest responsibility for the success of the energy and petroleum sectors.

**Key obstacles in The Gambia’s Petroleum sector**

Some of the key obstacles that pose challenges to progress include, inadequate buffer stocks often leading to fuel shortages and price instability, lack of adequate storage to satisfy local use of petroleum products and lack of standardized policy on quality specifications.

**Table 6.14: Key obstacles in The Gambia's petroleum sector**

<b>Obstacle</b>	<b>Description</b>
<i>Attracting major investors - Upstream</i>	Oil and Gas price slumped in 2011 and has yet to fully recover, this has inevitably caused investors to limit drilling activities; investors all over the world are generally far more cautious since the economic downturn in 2008-09.
<i>Improper policy frameworks - Upstream</i>	Best practices in Oil and Gas dictate that a National Oil Company is created to act as government’s interest in all acreages. The GNPC Act is rather a scanty working document, which doesn’t reflect the role that an NOC takes up in the development of the industry
<i>Inadequate buffer stock - Downstream</i>	Due to the lack of buffer stock regulation and the unavailability of adequate storage capacity, the price of petroleum products has been unstable and has resulted in increased fuel shortages.
<i>Lack of adequate storage - Downstream</i>	The country currently has one storage facility at Mandinari, which is shared by all the major importers of petroleum products. One of GNPC’s objectives is to become a leader in the oil and Gas Industry and eventually expand to the sub region by delivering

	quality petroleum products and services to fully utilize the Gambia's geographic location as the new business hub for re-export and re-distribution. This is however not possible due to the lack of adequate storage facilities.
<i>Lack of standardized fuel specification</i>	- Lack of National Standard for Petroleum products continues to be an obstacle. A standardized pricing structure, which considers quality standards coupled with a tax regime that rewards quality and penalizes high pollution products, will regularize the market's inefficiencies.
<i>Downstream</i>	

#### 6.8.4 Public Private Partnerships (PPPs) for Infrastructural Development

The demand for basic infrastructure services in the Gambia has outstripped the Government's capacity to supply. Although there have been significant investments in infrastructural development (roads, energy, public works), the country still faces a significant infrastructure deficit that is further aggravated by a poor maintenance culture, which in turn holds back the country's economic growth and development. The financing required to close the infrastructure deficit is huge and ordinarily beyond the means available to government. The participation of the private sector through Public Private Partnerships (PPPs) is therefore required and must be pursued as part of Government's commitment to employing innovative financing mechanisms for development in the context of the NDP.

The transport and energy sub sectors are one area that has significant opportunities for PPP mechanisms (infrastructure or service delivery) that can offer best value for money and timely delivery, while fully protecting the public interest.

Like many African countries, The Gambia has been grappling with key challenges to using PPPs for infrastructural development, , which includes financial constraints and weak legislative and regulatory (enabling) environment. But, it has registered significant inroads. While the financial constraints revolves around the problems of accessing both domestic and international finance, the enabling environment refers to the constraints in the necessary legislative, regulatory and institutional arrangements required for successful PPPs. These latter constraints will be addressed in the NDP.

Table 6.15: Key Issues to address in Economic Management, Agriculture, Fisheries, Tourism and Culture, Private Sector Development, Trade and Regional Integration, Transportation, ICT, and Energy

Thematic Area	Key Issues to Address
<i>Macroeconomic</i>	<ul style="list-style-type: none"> <li>● High volatility of GDP, which is principally driven by agriculture, climate shocks and the countercyclical ability of tourism</li> <li>● Increasing inflation mainly driven by high food prices and monetary expansion</li> <li>● Elevated interest rates, which continue to crowd out private sector access to credit, negatively affecting critical sectors such as agriculture and tourism</li> <li>● Unsustainable total public debt stock, which stood at 120 per cent of GDP in 2016</li> <li>● High refinancing risk as 43.8 per cent of total debt is maturing within one year</li> <li>● High interest rate risk with 45.9 per cent of total debt due for re-fixing in one year</li> <li>● High short-term foreign currency debt to reserve ratio (31.6 per cent, due to external obligations)</li> <li>● The current account deficit that has persisted over the past 30 years (BoP stands at 8.7 per cent of GDP in 2017)</li> <li>● Gross international reserves, which have been under pressure since 2013 and currently equivalent to 1.6 months of prospective imports</li> <li>● Those ‘left behind’ are primarily in rural Gambia. Between 2010 and 2015/16, rural poverty went up from 64.2 per cent to 69.5 per cent</li> <li>● Weak economic governance institutions characterized by inadequate PFM reforms and weak policy-planning-budget linkages</li> <li>● The poor performance of SOEs, which pose a major risk to the Gambia’s fiscal and debt sustainability</li> <li>● Commercial banks’ exposure to government debt poses significant risks</li> <li>● The Gambia lacks a capital market, which limits private sector non-ideal short-term financing</li> </ul>
<i>Agriculture and Fisheries</i>	<ul style="list-style-type: none"> <li>● Agriculture has not significantly contributed to poverty reduction as 91 per cent of the rural poor work as farmers while the sector continues to be relatively undiversified, mainly small-holder based and characterized by rain-fed subsistence crops</li> <li>● Except for groundnuts, agricultural yields are lower than the West African average and there is relatively wide yield gap across major crops</li> <li>● 55.1 per cent of the population is food insecure, and 35.9 per cent of the population would not meet their daily food requirements of 2400 calories even if they allocated all their consumption to food (extreme poor)</li> <li>● There is a mismatch between the envisaged annual growth rate of 8 per cent and the budget allocations, which only reached 6 per cent once in 2011; with expenditures, heavily skewed towards operations accounting for slightly over 40 per cent of the budget</li> <li>● Agriculture has been a victim of parallel and erratic decision-making and deteriorated institutional framework that was dictated by the former executive</li> <li>● Presently only 4.8 per cent of commercial bank loans are allocated to agriculture and this limits smallholders’ ability to invest in productivity-enhancing technologies</li> </ul>

- The use of modern technology is weak in some cases and non-existent in others.
- There is low application of GAP, GHP, GMP and HACCP
- There is no research, technology generation and dissemination for the control of aflatoxin.
- There is a national overdependence on rainfall for agricultural production with low use of irrigation systems -only 6% of the arable land is irrigated
- Poor land and water management has put farmers on a collision path with pastoralists, ecologist, industrialists, and urbanization
- Farmers continue to be challenged by poor access to timely, adequate and high-quality inputs
- Capacity of value chain actors and their support institutions for the mitigation of aflatoxin is generally low.
- Fisheries are constrained by both the poor management of fisheries (involving fish resources, fishing activities including illegal fisheries) and the inadequate post-harvest handling of catches
- Increased frequency and severity of climate-related hazards are having a noticeable impact on the performance of the Gambian agriculture
- Livestock continues to grapple with declining quality of grazing land as well as loss of biological diversity

#### *Tourism and Culture*

- Tourism sector must address the supply side constraints that continue to stifle its growth
- The sector faces competition from other destinations offering higher quality infrastructure, more diversified product mix and lower prices
- The ad hoc approach to marketing is a serious obstacle to destination recognition and attractiveness
- Environmental factors such as coastal erosion and waste management undermine key tourism assets of the country – sea and sand
- Poor and inconsistent internet connectivity is a serious constraint to achieving customer satisfaction
- Inadequate transport infrastructure (ferry services, etc) and poor social amenities limits tourism to urban areas of the country and denies access to rural Gambia and its rich cultural heritage and bio-diversity
- Product quality is weak because of the vicious cycle (where low profit means low investments in facilities which translates into low quality service delivery which in turn manifests as an uncompetitive tourism product),in which, the sector is trapped with little investments in 5-star hotels in the past decade
- Lack of diversity in the number of activities available to tourists is a major drawback limiting growth in the sector
- The sector lacks the wherewithal to undertake an effective promotion that will attract more tourists with increased spending power, as the Gambia is relatively unknown beyond its first-tier market
- Limited air access and reliance on tour operators is not helping to make the Gambia competitive and contributes to low room occupancy rates
- Unmet demand in the Hotels for agricultural produce is high, signalling the viability of such a venture and the immense potential benefits of strengthening the linkages between agriculture and tourism

<p><i>Private Sector Development</i></p>	<ul style="list-style-type: none"> <li>● The Gambia’s annual occupancy rate of between 50-60 per cent, is way less than industry standard which pegs 60 per cent for profitability</li> <li>● Improving tourism security through elimination of nuisance checkpoints and loitering at the airport is essential</li> <li>● Weak inter-sector collaboration for the provision of supportive infrastructure and other services that lie outside the mandate of the tourism sector</li> <li>● The Gambia has a reputation for being a sex tourism destination. Sex tourism including child sex tourism deters good tourists from the country</li> <li>● Three significant challenges faced are inadequate, unreliable, and expensive electricity; high cost of credit due to high government domestic borrowing; and un-simplified, nuisance tax code</li> <li>● Micro, Small and Medium Enterprises dominates the Gambia’s private sector, with 97 per cent of businesses categorized as micro which is indicative of poor access to finance and high cost for expansion</li> <li>● 80 per cent of micro enterprises are not registered and thus unable to benefit from most Government led support, such as business development services</li> <li>● 61 per cent of businesses operate in distributive trade, 16 per cent in manufacturing, 4% in repair and 19% spread across 13 sectors, which does not augur well for a productivity and poverty reduction</li> <li>● Reforms of the legal and regulatory framework and building the skills of actors in the sector should be addressed</li> <li>● Manufacturing subsector contributes 5.5 per cent to GDP, employs 4,500 people, and has stagnated since 1995</li> <li>● The level of industrialization is low. The Manufacturing Value Added (MVA) per capita has stagnated at US\$16 since 1995</li> <li>● Lack of technological innovation and out-dated industrial policies are major challenges to industrialization</li> <li>● Industrialization is not well linked to the agriculture as there is limited agro-processing</li> <li>● There is need to promote public/private sector investment and financing for the mitigation of aflatoxin</li> </ul>
<p><i>Trade and Regional Integration</i></p>	<ul style="list-style-type: none"> <li>● The trading base in The Gambia is narrow, with heavy reliance on two sectors (agriculture and tourism) for foreign exchange earnings over the past five decades</li> <li>● The trading landscape is characterized by declining and stagnant domestic exports and an increasing growth in imports which has led to a 30-year continuous current account deficit (except 2003, 2007) which by 2015, stood at 13.3 per cent of GDP,</li> <li>● The country’s main agricultural export is still in the form of raw primary commodities, which has less value. This signals the need for value addition for Gambian agricultural produce</li> <li>● There is need to develop trade and market infrastructure and systems to ensure that produce for the domestic and international markets meet international standards for aflatoxin mitigation</li> <li>● Although the Gambia still serves as the port to many countries within the sub region, this has since declined due to lost competitiveness resulting from trade related policy decisions</li> <li>● The country has not been able to take full advantage of export market opportunities due to many inherent supply side constraints (e.g., WTO Sanitary, and Phyto-Sanitary (SBS) requirements, Technical Barriers to Trade (TBT) Agreements)</li> </ul>

	<ul style="list-style-type: none"> <li>● The trade facilitation environment is challenged by the limited size and inefficiencies at the Banjul Sea Port, lack of automation, inadequate customs system, lack of consistency in the application of the ISRT scheme within the neighbouring countries</li> <li>● The intermediation role of the financial sector is skeletal and is provided mainly by commercial banks</li> </ul>
<i>Transport</i>	<ul style="list-style-type: none"> <li>● Growth in other sectors will impose corresponding quality and quantity demands on the transport sector</li> <li>● Many of the policy directives on ‘institutional mechanisms for coordinated planning and sector regulation’ whose objective was application of commercial principles in management have not been implemented</li> <li>● The Banjul Port accounts for over 80 per cent of international trade. However, its medium size, absence of mobile cranes, small container terminal, manual terminal operating system, and absence of an external dry port all constrain the efficiency of the port operations</li> <li>● The institutional, policy and regulatory environment must be updated to cater for realities</li> <li>● The absence of a transport sector-wide Master Plan is a challenge</li> <li>● The quality of infrastructure is poor due to maintenance neglect - 82 per cent is classified as poor</li> <li>● Rapid urbanization is creating a transport crisis in the Greater Banjul Metropolis</li> <li>● The Banjul International Airport is only optimally utilized during the tourist season of November – April each year</li> <li>● The non-implementation of the 2008 Ports Master Plan has rendered the Banjul Port uncompetitive as it is still being operated as a public service port model</li> <li>● River transport and its associated infrastructure has all but collapsed</li> <li>● The absence of a national building code to guide the construction, operation, provision and maintenance of government buildings and other public works infrastructure</li> </ul>
<i>ICT</i>	<ul style="list-style-type: none"> <li>● The greatest challenge to the development of the ICT sector is still the continued monopoly of the international voice gateway. The failure to liberalize the gateway is not in-line with the Information and Communication Act of 2009, and has resulted in exorbitantly high international call rates, inefficiency and degrading quality of service.</li> <li>● Affordability and lack of perceived benefits (network effects and local content) are still major barriers to mobile phone ownership and usage for low-income populations</li> <li>● The reform of the telecoms sector requires effective and efficient regulation, therefore PURA’s continued capacity building to oversee the sector and to ensure enforcement is critical</li> <li>● The cost of ICT equipment and the cost of accessing the internet is high and a barrier to effective utilization of ICT</li> <li>● Insufficient human capacities and funding has led to the slow development of local software application to address pertinent issues</li> </ul>
<i>Energy &amp; Petroleum</i>	<ul style="list-style-type: none"> <li>● High cost of equipment and inadequate technical capacity has slowed the transition from analogue to digital broadcasting</li> <li>● Energy service requirements are met from imported fuel-based energy sources, which makes the country vulnerable to fluctuations in world oil prices and eats up a significant share of the foreign exchange earnings</li> <li>● Renewable energy represents an area of tremendous opportunity, but it is currently underexploited</li> </ul>

- The Gambia's power sector is in a precarious situation -only 45MW of generation capacity is available in the Greater Banjul Area (GBA) compared to at least 70 MW demand; and NAWEC's debt has mushroomed to 9 billion Dalasi (approximately US\$200 million), making the sector financially untenable for private investment
- Additional investment in sustainable, low-cost generation is required for recent forecasts suggest that electricity demand will grow to 150 MW in 2020 and 200 MW in 2025
- Low access to electricity as only 35 per cent of the population: have access. While 60 per cent of the population in the GBA is served, only 6 per cent of the population in the outlying provinces has access
- High transmission and distribution losses were approximately 24 per cent in 2016, increasing the cost of supply on a per kWh basis
- The Electricity tariff structure leaves NAWEC exposed to external shocks beyond its control
- Due to pioneering circumstances, the petroleum sector needs a comprehensive policy, institutional and regulatory framework
- The demand for basic infrastructure services has outstripped the Government's capacity to supply and must be supplemented by PPPs, which is however challenged by financial constraints and weak legislative and regulatory (enabling) environment
- Because of the slump in world oil prices, attracting major investors –upstream -is a challenge
- The policy frameworks – for upstream petroleum activities – is inadequate
- Inadequate buffer stock, storage and standardized fuel specification affect downstream petroleum



## Chapter 7: Social Development

### 7.1 Introduction

This chapter reviews progress made in building the country's human capital through provision of services in education, health, nutrition, water and sanitation, as well as social protection and identifies the key issues to be addressed during the plan period 2018-2021. The chapter also reviews the situation with regards to women and youth, as well civil society organizations.

### 7.2 Human Capital – Education, Health, and Social Protection

Human capital formation is critical to the sustainable socio-economic growth of The Gambia and to citizens' wellbeing. Anchored on a well-educated and healthy citizenry, it involves empowering citizens to produce quality goods and services, promotion of good governance and accountability while exploiting the benefits of science, technology, and innovation to improve the country's competitiveness.

The Gambia's population age structure and population growth rates are not favourable to economic growth. Declining mortality rates combined with increasing fertility rates and early childbearing have resulted in high population growth (annual rate of 3.1 per cent during 2003-2013, an increase of 37 per cent from the 1993- 2003) and a young, dependent population. The age structure is unfavourable to human capital accumulation, productivity, economic growth, and poverty reduction.

#### 7.2.1 Education

Since 2010, Government expenditure on education has averaged between 16 per cent and 19 per cent, which is higher than allocations to health and agriculture. The Ministry of Basic and Secondary Education (MoBSE) and the Ministry of Higher Education, Research, Science and Technology (MoHERST) have revised the Education Sector Strategic Policy (ESSP) to align it with the recently ratified Education Policy (2017-2030).

The country has four levels of education: (i) Basic Education (nine years of uninterrupted learning – made up of Lower and Upper basic education); (ii) Senior Secondary Education, (iii) Tertiary education (non-degree post-secondary) and (iv) Higher Education (degree level). On-going amendments to this structure will incorporate a technical vocational education and training (TVET) component as an alternative pathway within the senior secondary and tertiary and higher education levels. Striking the right balance between TVET and mainstream subjects will drive the national quest for relevant education that meets the country's development aspirations and population dynamics/context.

Key achievements over the past years have included gender parity, fee free primary education policy, teacher training and management, and the education management information system. The Gambia has made commendable progress in achieving near gender balance in enrolment in lower basic schools and

upper basic schools. In 2016, female students accounted for 51 per cent of all enrolments and accounted for over 50 per cent of enrolments in each grade. Data confirms that girls complete at similar rates to boys as well (36.1 per cent at senior level against 37.1 per cent of boys).

The Gambia has successfully begun implementing a fee-free education policy in public lower basic, upper basic and senior secondary schools by providing sub-grants to schools, with the objective of increasing access, as school costs were prohibitive for disadvantaged families. Despite Government’s proactive stance, large numbers of out of school youth remain. School drop- outs are some of the early symptoms of lack of opportunities among youngsters, which may become at-risk of migrating irregularly out of The Gambia

The number of teachers has grown rapidly in the last five years through sustained intervention from Government to address shortages and increasing enrolment of students – a critical step in expanding access. The increase has reduced the pupil to teacher ratio substantially. Furthermore, a combination of strategic stipends to teacher trainees, and hardship allowances to teachers who teach in designated hardship areas in regions 3-6 has equalized the deployment of qualified teachers throughout the country.

There has been steady progress in the development of an integrated EMIS in the sector. The data is collected annually and utilized for policy choices about key initiatives in the sector (e.g. where to focus school construction, enrolment targeting, teacher hardship allowances, etc.).

In Table 7.1 below, key educational outcomes at different levels and their policy implications are presented. Generally, educational outcomes are reviewed based on access, equity, quality, and relevance. These four criteria will thus form the framework for this assessment of the sector.

Table 7.1: Key Educational Attainments or Gaps under the main Outcomes

<b>Educational Outcome</b>	<b>Educational Level</b>	<b>Critical Attainment/Gap</b>	<b>Policy Implications</b>
<b>Gross enrolment rate (GER)</b>	Early Child Care Development (ECD)	<u>Slight Improvement</u> 2011 = 41.1% 2016 = 45.8%	Despite its importance, half of qualified children are not accessing ECD. Regional disparities exist with RED 3 & 4 worst off
<b>Gross enrolment rate (GER)</b>	Lower Education Basic	<u>Universal Access Attained</u> 2015 = 101.2% 2016 = 104%	The Gambia attained well above the MDG target. Focus has shifted to quality and relevance

<b>Gross enrolment rate (GER)</b>	Upper Education	Basic	<u>Gains Reversed</u> 2012 = 66.7% 2015 = 68.3% 2016 = 66.8%	The gains reversed further from the 75% 2023 national target. Regional disparities exist. Remotest region RED6 = 33.3%; Urban RED 1 = 100%
<b>Gross enrolment rate (GER)</b>	Senior Education	Secondary	<u>Slight Increase</u> 2012 = 36.2% 2015 = 41.6% 2016 = 44.0%	Females are trailing males and regional disparities exist. Remotest region RED6 = 11%; compared to Urban RED 1 = 68.8 %
<b>Completion Rate (CR)</b>	Lower Education	Basic	<u>Universal Access Attained</u> 2015 = 73.6% 2016 = ??%	The completion rate for females is higher than for males and the usual trend in regional disparities exist. However, the urban RED 1 registered a continuous drop in CR over the past 3 years while the rest of rural Gambia either stagnates or increases its CR (except RED 3)
<b>Completion Rate (CR)</b>	Upper Education	Basic	<u>Gains Reversed</u> 2013 = 64.8% 2016 = 61.0%	Girls' completion rate registered marginal increase during this period. Regional disparities exist. Remotest region RED6 = 24.3%; Urban RED 1 = 103% in 2015
<b>Completion Rate (CR)</b>	Senior Education	Secondary	<u>Good Increase</u> 2013 = 30.8% 2016 = 36.6%	Females are trailing being males and regional disparities exist. Remotest region RED6 = 8.3%; compared to Urban RED 1 = 61.0 % in 2015
<b>Competency Rate</b>	NAT 3 (Age 9 years) NAT 5 (Age 11 years) NAT 8 (Age 14 years) GABECE (Age15 years)		Students show consistently weak results in Mathematics, Science, and English with weaker results progressively attained at NAT 8 and GABECE levels	This is evidence of the need to match the gains in access & equity with similar/more gains in quality. This will ensure that the right calibre of candidates transition into the tertiary and higher education levels
<b>Access</b>	Post-secondary		9.7 (Female Proportion 44.4%; Male Proportion 55.6%)	The regulation of this educational level is a priority.
<b>Gross Enrolment Rates</b>	Higher Education institutions (institutions offering degree programmes)		22.7% (Female proportion: 39.9%; Male proportion: 60.1%)	<u>Regional disparities exist</u> BCC & KMC (Region 1): 58.7) WCR (Region 2): 27.5%

as proportion of total post-secondary enrolment-Universities)		NBR (Region 3): 3.7%
		LRR (Region 4): 5.5%
		CRR (Region 5): 2.3
		URR (Region 6): 1.8%
Tertiary education (institutions offering programmes leading to degree programmes) as proportion of total post-secondary enrolment	47.0% (Female proportion: 38.2%; Male proportion: 61.8%)	
Post-secondary non-tertiary (offer certificates & diploma; doesn't allow progression into degree programmes).	30.3% (Female proportion: 57.3%; Male proportion: 42.7%)	

Source: MoBSE, MoHERST 2015, 2016, 2017

The Gambia Education Sector Strategic Plan 2014-2022 document highlighted that: ‘Government commitment to education has been strong, however the results are poor when benchmarked against international standards’.

The Global Human Capital Index 2017<sup>46</sup> ranks the Gambia at 119 out of 130 countries, and reports that the country has developed less than 50 per cent of its human capital. Sub-Saharan Africa is the lowest ranked region, but Rwanda (71), Ghana (72), Cameroun (73) and Mauritius (74) had developed more than 60 per cent of their human capital. Although the Gambia was ahead of Liberia, Guinea, Chad, Swaziland, Lesotho, Mali, Ethiopia, Senegal (128) and Mauritania (129), the report confirms a long road ahead to develop the human capital of the country.

Key issues that are pertinent to the achievement of educational outcomes in The Gambia include the following:

- Although Government expenditure increased over years, it was skewed towards salaries. This has resulted to inadequate facilities and high household contributions especially on TVET and ECD. This is understandable as these are areas least subsidized by the Government<sup>47</sup>, but it also negatively impacts access and quality.
- The gender parity successes registered at the lower basic level must be matched at other levels. Prominent determinants of this goal include-poverty related withdrawals;

<sup>46</sup> The World Economic Forum, 2017

<sup>47</sup> The Gambia Educator Status Report, 2010

stereotyping, child marriage, implementation of the re-entry policy, repetition due to poor performance, poor performance resulting from 10 – 20 per cent school day menstruation induced absences (World Bank 2005)<sup>48</sup>, domestic chores and weak teaching and learning materials. The pursuit for equity shifts further against girls' education at secondary school levels where the costs of education increase at the same time as girls begin to be considered suitable for marriage, childbearing, and work. Due to this interaction of costs and gendered roles, girls are often withdrawn from school at the very time that education can provide them with the much-needed skills and assets to empower them during the vulnerable period of adolescence.

- While distance is generally negligible thanks to initiatives such as the donkey cart transport system, the supply side constraint relating to distance to school becomes an important factor when a school does not offer all grades/subjects. When students are obliged to seek alternative institutions to continue and complete their education, distance can make daily access unfeasible. At the demand level, religious motives, financial and economic considerations (direct cost or opportunity cost), families considering their children to be too young to leave home<sup>49</sup> are some of the determinants affecting access.
- Although significantly reduced by the school improvement grant (SIG), sending a child to school remains a significant financial investment (due to hidden costs) for families, especially for those in poor rural communities. This assumes greater significance at upper basic and secondary school levels where costs are often three (3) to five (5) times higher than at lower basic level<sup>50</sup>.
- There is little information on the success factors driving transition from senior secondary to the post-secondary education levels. However, it is evident that with retention problems and low performance in mathematics and science subjects, students especially girls have a lower chance of transitioning to tertiary and higher education institutions since not meeting the minimum entry requirements may hinder access<sup>51</sup>.
- The issue of quality and relevance of the curriculum and learning materials continues to be a concern for teachers and parents alike. Curriculum revision/consolidation with emphasis on the strengthening of relevant and school-based assessment system is a critical factor in the quality discourse.
- Results of the 2015/2016 IHS shows that out-of-school children represent 31.6 per cent of the group aged 7-15 years, most of whom (29.1 per cent) have never attended school. The probability of children being out of school is 5.4 times lower for children whose household head had access to lower basic, 3.8 times lower for the wealthiest children, 2.4 times lower for urban children, and 1.5 times lower if the household head is a woman. The main reasons

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<sup>48</sup> MoBSE, Gender Education Unit: Study into the impact of the supply of sanitary pads on girls' schooling, 2011

<sup>49</sup> The Gambia Education Status Report 2010

<sup>50</sup> Because I am a Girl' Africa Report 2012: Progress and Obstacles to Girls' Education in Africa, Plan International.

<sup>51</sup> The Gambia Education Sector Strategic Plan 2014-2022, August 2013

- declared by households for children being out of school are religious (48 per cent of cases), the cost (26 per cent), and being too young (13 per cent).
- Disability is a hindrance to enrolment and the retention of both girls and boys in schools. Whereas it is improving for children with mild visual and hearing impairments, children with mental, learning and multiple disabilities and those afflicted with epilepsy still face socio-cultural and physical barriers.
  - Low job prospects resulting from poor performance, structural weaknesses such as the curriculum, teacher quality, teaching and learning materials and infrastructure in TVET result in only 11 per cent of working population with TVET training. Low engagement with STEM and weak industrial attachment systems contrive against education when there is a mismatch between relevance and the labour market.
  - Low learning outcomes as the Early Grade Reading Assessment (EGRA 2016) indicates that reading comprehension is very low while the knowledge of letter sounds and word recognition has improved. In EGRA 2016, on average in grades 1-3, students answered only one out of five reading comprehension questions correctly. The school completion rate, especially at the secondary level, is also low. Compared to a 75 per cent completion rate at the primary level, the senior secondary rate stands at just 44 per cent.
  - Geographic and income disparity information reveals the great inequity in access and learning between regions, districts, and income levels. For example, the Grade 3 English average score on the National Assessment Test (NAT) in 2015 was 69 per cent in Region 1 and 42 per cent in Region 5. In addition, that of mathematics was 58 per cent in Region 1 whereas it was 38 per cent in Region 5. Only 15 per cent of the poorest quintile of students ever completes senior secondary school, against 67 per cent of the wealthiest quintile. Likewise, the primary completion rate is 138 per cent in Region 1 while it is only 36 per cent in Region 5.
  - Weak teaching skills are evident in the fact that while most teachers in public schools hold the necessary qualifications, they still lack content knowledge and pedagogical skills. In 2016, on average, 96 of teachers from schools were credentialed from the Gambia College. However, this does not necessarily translate into strong teaching performance. It is important to continue teacher supervision and mentoring in schools, and teacher training to improve teachers' content knowledge and pedagogical skills.
  - The absence of adequate resources for promotion of research and utilization of science, technology, and innovation, coupled with inadequate recognition and appreciation of research and development in the country remains a major challenge despite the evident need for human capital formation.

Table 7.2: Key Actions to Address Challenges in Education Sector

Key Actions to Address Challenges in Education Sector		
Short-Term	Medium Term	Long-Term
<ul style="list-style-type: none"> <li>Accelerate teacher reforms at teacher training institutions. For example, strengthen teacher mentoring and intensify efforts to improve in-service teacher training.</li> <li>Expand access to secondary, tertiary and higher education with focus on the poorest children and families, especially in rural areas.</li> <li>Provide instructional material in schools laboratories especially at UTG and GTTI, which are poorly equipped. Currently, there are limited textbooks in most of the schools.</li> <li>Continue/accelerate programs of construction and/or rehabilitation of existing school projects, as well as training and research institutions.</li> </ul>	<ul style="list-style-type: none"> <li>Deepen and scale up support for a quality education agenda, especially in STEM areas.</li> <li>Undertake demand-side interventions targeting low-income students at all levels of education and to build market-relevant skills training.</li> <li>Focus on building literacy and market-relevant skills training among out of school youth, and through robust curricula reviews and TVET establishments.</li> <li>Transform higher education into a catalyst for improved quality at secondary education and increased alignment with the job market and with stronger linkages to industry needs for skills and research. This will take significant sector reforms to ensure TVET centers can offer the right skills mix in priority sectors with a combination of practical hands on training and theory.</li> <li>Other short-term skills development opportunities should be pursued including apprenticeships, internships, and other professional training.</li> </ul>	<ul style="list-style-type: none"> <li>Address sector financing and teacher management issues at the highest levels of government, such as in the Ministry of Finance and Economic Affairs and among civil service officials.</li> <li>A comprehensive teacher training and management policy is required for the quality education and training outcomes.</li> <li>Build on successes of existing scholarship programs to build strong private-public partnerships to expand access and quality of secondary, tertiary and higher education.</li> <li>Increase the research capacity of students, staff and institutions through institution-industry linkages.</li> </ul>

## 7.2.2 Health, Nutrition, and Sanitation

### Health

The importance of health to the attainment of sustainable development is acknowledged and promoted at all levels of nation building. Consequently, significant achievements have been recorded for child health outcomes because of improved access to basic health care services across the country. Currently, up to 85 per cent of the population is within 5 kilometres of a Primary Health Care facility and reproductive health facility leading to similar successes with the latter (GDHS 2013). Propelled by a strong primary

health care (PHC), the backbone of any functioning health system, The Gambia had a strong health system that was looked up to by other countries as a model.

However, the PHC has substantially deteriorated over time and is still faced with challenges to be able to serve the population adequately. Although numerous, the prominent factors contributing to the declining health system are: high population growth rate, “verticalization” of service delivery, fragmentation of service delivery and health financing, insufficient financial and logistic support, deterioration of physical infrastructure, inadequacies of supplies and equipment, shortage of adequately and appropriately trained health personnel, high attrition rate as well as inadequate referral systems.

Adult mortality is slightly higher among men than women (2.4 male deaths and 2.3 female deaths per 1000 population) DHS, (2013). Levels and trends in overall adult mortality have important implications for health and social welfare programmes. This could worsen in light of the existing limited access to quality health care services, an inadequate qualified and skilled health work force, and the double burden of Communicable, and especially increasing Non-Communicable diseases

Maternal deaths accounts for 36 per cent of all deaths among women age 15-49. Maternal mortality ratio is 433 per 100,000 live births. Majority of maternal deaths are as a result of preventable direct obstetric complications, such as haemorrhage, Pregnancy Induced Hypertension (PIH) and Sepsis ((DHS, 2013).

Unlike adult and maternal mortality, trends in infant and under-five mortality rates have shown a steady decline. Under-five mortality had declined from about 109 per 1000 live births in 2010 (MICS 2010) to 54 per 1,000 live births in 2013. Infant mortality rate had declined from about 81 per 1,000 live births in 2010 (MICS 2010) to 34 deaths per 1,000 live births in 2013. This could partly be attributed to the success of the immunization program, which have been maintaining high coverage for the over the years. As a result, the Gambia has achieved the MDG-4 target before the deadline (DHS, 2013).

The neonatal mortality accounted for about 41 per cent of the under-five mortality. This implies that more than 2 in 5 of under-five deaths occur during the first 28 days of life. Prematurity (34.8 per cent), birth asphyxia (28.9 per cent) and pneumonia (14.4 per cent), account for about 78 per cent of the neonatal deaths. Malaria (31.5 per cent), pneumonia (16.6 per cent) and diarrhoea (13.7 per cent), account for about 62 per cent of post-neonatal mortality. Therefore neonatal mortality remains the single biggest challenge in tackling child health.

The most prominent diseases in children causing high morbidity and mortality are pneumonia, malnutrition, anaemia, neonatal sepsis, as well as birth complications such as asphyxia, trauma, and premature births. In adults, the “leading causes” of in-patient deaths are maternal deaths, diabetes, cancer, cardio-vascular disease, and trauma according to the 2015 HMIS Service Statistics.

Leadership and governance, which deals with ensuring strategic policy frameworks combined with effective oversight, coalition building, accountability, regulations, incentives, and attention to health systems design, is the weakest component of the health system in the Gambia. Although the health sector has a strategic plan (2014-2020) that is currently being implemented, there is absence of partner



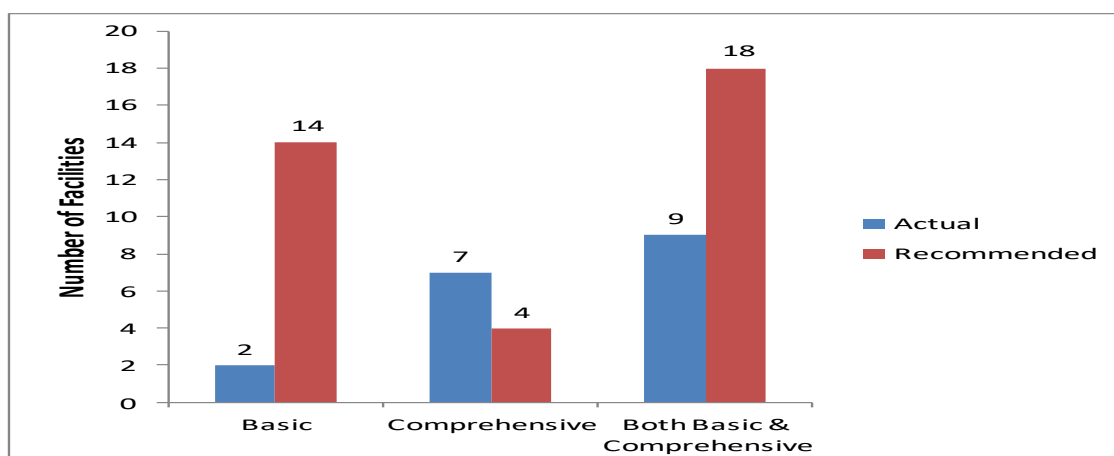
coordination frameworks as dictated by the 2005 Paris Declaration Principles. This weak Health Governance Framework continues to be a main bottleneck in improving the health system in the country.

Health financing, payment management reforms, and regulatory systems are critical determinants of quality of health care delivery. Government budgetary allocations rose to 10.56 per cent in 2016 and 9.65 per cent in the 2017 fiscal year, which is below the 15 per cent Abuja Declaration target. Meanwhile “Out-of-Pocket expenditure” constitutes 21.2 per cent of the total health expenditure (NHA, 2013) and continues to be a huge burden on households, impacting negatively on the livelihood of the population. With nearly half of the population living below the poverty line, the high out of pocket expenditure means a significant number of households are experiencing catastrophic health expenditure.

The Gambia is experiencing a critical shortage of health workers, with the issue compounded by poor distribution, uneven performance and quality, insufficient incentives and remuneration, poor working conditions and inadequate management practices and support and attrition. Currently, the proportion of various health care professionals per 10,000 population still remains critically low. In addition, traditional beliefs and low awareness have led to inappropriate health seeking behaviours, contributing to ill health.

Regarding access to emergency obstetric and neonatal care, The Gambia is largely yet to achieve recommended UN coverage for basic obstetric and neonatal care services (see Figure 7.1).

Figure 7.1: Comparison of the actual numbers of EmONC facilities with United Nations targets (per 500,000 population)



Access to sexual and reproductive health information and services especially for the most vulnerable population, women and young people is limited and in some cases, non-existent. Access to emergency obstetric care for pregnant women is also limited and severally skewed geographically. The Contraceptive Prevalence Rate in 2013 was 9 per cent and was among the lowest in Africa. . The above reasons remain the major causes of the high maternal mortality ratio (MMR), which stands at 433/100,000 live births (DHS, 2013).

## **Nutrition**

The 'double burden of malnutrition' characterized by overweight and obesity co-existing with under-nutrition and micronutrient malnutrition is prevalent in the country; leading to direct losses in productivity because of poor physical status, indirect losses due to poor cognitive function and learning deficits, as well as losses resulting from increased medical costs. Although breast-feeding is a universal practice in the Gambia, exclusive breast-feeding for the first six months is practiced by 48 per cent of mothers while complementary foods are nutritionally inadequate. Only 8 per cent of children aged 6-23 months are fed in accordance with all Infant and Young Child Feeding (IYCF) practices (DHS, 2013) while 22.9 per cent of children are chronically malnourished or stunted with 6.2 per cent severely stunted and the Global Acute Malnutrition Rate is 10.3 per cent. (SMART, 2015). The 2013 DHS estimated that 73 per cent of the children in The Gambia suffered from some level of anaemia with 4 per cent being severely anaemic. It also reveals that rural women were more likely to be anaemic (68 per cent) compared to urban women (53 per cent). The problems of being overweight and obese is gradually gaining a foothold in society and respectively affects 25 per cent and 17 per cent of women living in the urban areas of Banjul and Kanifing (VAMU 2015). Furthermore, the WHO Country profile reported that diet related NCDs account for 17 per cent of total deaths, of which, cardiovascular disease was 12 per cent, cancers 3 per cent and diabetes 2 per cent.

## **Water and Sanitation**

WASH is a critical intervention for improved health and socio-economic outcomes for the population in The Gambia. Given the high rate of population growth and urbanization, water and sanitation services are unable to keep pace with the demand, with adverse public health ramifications. Poor maintenance culture of water systems further complicates this; likewise lack of investment/funding; weak institutional capacities; poor coordination, low hygiene, and sanitation practices. While proportion of the population with access to pipe borne drinking, water increased in urban areas, it decreased in rural areas. In The Gambia, the proportion of households with access to improved water source has been at least 80 per cent over the period. The figure was 84 per cent in 2000, 85.1 per cent in 2005, 85.8 per cent in 2010 and 89.6 per cent in 2013 meaning that The Gambia has attained the MDG set target for the proportion of households with improved water source.

Furthermore, national coverage for improved sanitation has increased from 39.8 per cent in 2013 to 64.9 per cent in 2015/2016. The findings of the 2010 MICS shows that in The Gambia, only 36.2 per cent of the households with a specific place for hand washing were observed, while 63.8 per cent households could not indicate a specific place where household members usually wash their hands. Of those households where a place for hand washing was observed, less than one-third (30.3 per cent) had both water and soap present at the designated place. In 17.8 per cent of the households only water was available at the designated place, while in 8.7 per cent of the households the designated place only had soap but no water.

In terms of waste management, it is now known to be above the capacity of the municipal councils resulting to high vulnerabilities among communities. Household solid waste management poses a challenge and many a times, there are no designated sites for waste disposal. In the urban areas, 34.3 per cent of the households dispose their waste through burning, 31.7 per cent of the households reported that the municipality collects their waste or private firm 14.0 and 11.2 per cent use public dumpsites and landfill/bury respectively. By contrast, 43.5 per cent of rural households dispose their waste in open space; while 31.6 per cent burn their waste. Only 0.2 per cent of households in the rural areas reported that their waste is collected either by the municipality or private firm.

### 7.2.3 Social Protection

Government aspires for a modernized and expanded social protection system that provides reliable and effective protection from multifaceted shocks and stresses and which builds people's resilience to adversity and hardship. While pursuing broad base economic growth, it recognizes the inequality limitations and consequently promotes social protection programmes for the poorest and most marginalized segments of society.

To this end, Government has placed social protection at the heart of its poverty reduction strategies, backed it with the first National Social Protection Policy (2015-25), while executing various initiatives, such as a cash transfer for pregnant women in poor regions, maternal and child health package, scholarships and school feeding programs, the Government-run Family Strengthening Program, disability and health care services for children, and pension schemes for those in the formal sector, as well as support to returning migrants including the support to communities to build the resilience of those communities.

However, the current social protection system in The Gambia is fragmented and focuses on social assistance and promotional activities, particularly schemes designed to improve food security, address malnutrition, and promote access to education. There is less focus on healthcare and reliable income support through cash transfers to extremely poor and vulnerable households and individuals. For example, the country does not have a universal social pension for the elderly or a child support allowance. Furthermore, preventative social protection is highly limited in the country, given that social security schemes are reduced to those employed in the formal sector. Most of the population work in the informal sector, thus lacking any form of social security. A notable gap includes the absence of national health insurance program, while the social security package excludes unemployment and paid maternity leave benefits. Although agricultural households face an on-going risk of natural disasters with considerable effects on their livelihoods and food security, state-led crop insurance schemes for farmers is underdeveloped, but the country is one of the pilots taking part in the Africa Risk Capacity (ARC) of the African Union.

Long-term and predictable institutionalized social transfers and promotion initiatives, targeting the extremely poor, are rare. Many social transfers are transitory and project-based, characterized by unreliable funding that jeopardizes their sustainability. The legislative framework has notable gaps,

including the absence of a national minimum wage or disability bill and the coverage and level of support to particularly vulnerable groups (the elderly PWDs, PLHIV) is inadequate and sporadic.

Migrants, refugee families, single parents, widows, and child headed households rarely feature in social protection programming and projects rarely consider the social risks and vulnerabilities, lifecycle challenges and/or needs of specific excluded groups.

Another important area in the social protection agenda is Child Protection, which seeks to guarantee the rights of all children to a life free from violence, abuse, exploitation, and neglect in both emergency and non-emergency setting. Many actors in The Gambia are engaged in child protection including children and youth, families and communities, Government, Civil Society, and private organizations.

The challenges for child protection include the fight against social norms and harmful traditional practices with the unwillingness to change, the inability to implement the laws banning FGM/C and child marriage, insufficient funding to address the issues, inability to prosecute perpetrators of child protection violations, lack of adequate policies on child labour, trafficking and migration of children, inadequate services to victims ensuring children and appropriately handled in the transitional justice process, uncoordinated social work to reach out to families and communities and unwillingness to change behaviours at community level.

Table 7.3: Key statistical data on child protection in The Gambia (Source, UNICEF – Gambia)

Indicator	Girls	Boys	Urban	Rural	Total	Data source
% Births registered (children <5)	70.6	73.3	71.7	72.2	72	DHS 2013
% Children not living with a biological parent	17.3	13.5	16.5	14.5	15.4	DHS 2013
% Households with orphans & foster children	n/a	n/a	36.1	46.4	40.3	DHS 2013
% People married by age 18 (20-49 yrs)	41	1.8	n/a	n/a	n/a	DHS 2013
% People married by age 15 (20-49 yrs)	15.7	0	n/a	n/a	19	DHS 2013
% of women who have ever experienced sexual violence (15-49 years)	4.6	N/A	4.5	4.7	4.6	DHS 2013
% of young women who have ever experienced sexual violence (15-19 years)	3.1	N/A	n/a	n/a	3.1	DHS 2013

% of children (2-14 years) who experienced violent disciplinary practice by an adult member of a household.	89.6	91	89.3	91	90.3	MICS 2010
% of girls 0-14 yrs. undergone FGM/C	42.4	N/A	38	45.9	42.4	MICS 2010
% of women 20- 24 yrs. married at 18yrs.	30.4	N/A	n/a	n/a	n/a	DHS 2013

n/a – not available

N/A – Not Applicable

A systems approach guided by international conventions and instruments (including the African Charter for the Rights and Welfare of the Child, the African Youth Charter, the Protocol to the African Charter on Human and Peoples’ Rights on the Rights of Women in Africa, and the UN Convention on the Rights of the Child and its Optional Protocols) will be used as benchmarks. In line with these treaties the Government is committed to promoting, fulfilling, and protecting the rights of all children in the Gambia including their right to protection from violence, abuse and exploitation. This is expressed in the vision “A country where all children receive comprehensive protection that contributes to the achievement of their full potential, and participate in their own protection from risks of violence, abuse, neglect and exploitation” in the Child Protection Strategy validated in 2015.

### **Protection of Refugees**

The Gambia is a party to many conventions on refugees, such as the 1951 United Nations Convention, the 1967 Protocol relating to the Status of Refugees, and the 1969 OAU Convention on Specific Aspects of Refugee Problems in Africa. These international instruments have been domesticated into an act called the Gambia Refugee Act, 2008, which established The Gambia Commission for Refugees (GCR). The country has also acceded to the two Statelessness Conventions, the 1954 Convention relating to the Status of Stateless Persons and 1961 Conventions on Reduction of Statelessness. With the foregoing, the Government of the Gambia has demonstrated its acceptability to host, protect and assist refugees and stateless persons.

The current refugee population in the country is 7,940 and consists mainly of refugees from Senegal, Casamance area numbering 7,470 (94 per cent of refugee total). Most of the Senegalese refugees live in the rural area in over 80 host village settlements in Foni Districts, West Coast Region along the Gambian border with Senegal. Nearly 757 Senegalese refugees live in the urban area; many of them are school going children or menial workers. The total urban refugee population is 1,227 and comprises of Senegalese (majority), Ivorian, Sierra Leonean and Liberian and they live in the Greater Banjul area. The

intensified peace initiative in Casamance did not result in any significant decrease in the Senegalese refugee population in the Gambia, even though spontaneous returns do take place from time to time, especially after a long lull or long period of no clashes. The Government in collaboration with UNHCR and partners remains committed to continue to protect and to provide assistance to refugees and other persons with similar concerns (Statelessness, Returnees and Asylum Seekers).

### 7.3 Empowerment of Women

Gender equality continues to feature prominently in The Gambia through the continuing creation of an enabling policy framework based on a proper gender analysis and the provision of adequate gender statistics and budgets. In addition, there is increasing focus on the improvement of women's and girls' employable skills and job opportunities by ensuring parity in primary, secondary and tertiary education. Similarly, there are on-going efforts aimed at improving women's and girls' entrepreneurial skills and opportunities in all productive sectors, mobilizing resources for gender equality and women's empowerment interventions, and ensuring the proper coordination, monitoring and evaluation of women and gender-related programmes. The Gambia is also signatory to many international conventions, agreements and declarations that directly affect women's rights.

The country has registered significant progress in women empowerment, notably Gross Enrolment Ratio (GER) for girls, Net Enrolment Ratio (NER) for girls, protection of women against violence, ban on Female Genital Mutilation (FGM), female representation at the National Assembly, Speaker of the National Assembly, and successfully litigated cases by the Female Lawyers Association (FLAG) that resulted in two landmark decisions on the enforcement of the Women's Act's provision related to the equitable sharing of joint property (CCA 2015).

Despite the successes, women empowerment is still weak. In Gambian society, patriarchy dominates, and in concert with negative socio-cultural practices like forced and early marriage, teenage pregnancy and female genital mutilation, which sometimes leads to obstetrics complications, obstetric fistula and death (UNFPA, 2017). This practice also leads to the exclusion of women and girls from actively participating in certain sectors and at certain levels of the development process of the country. For instance, due to this dominance, women have limited access to adult literacy, numeracy, and livelihood skills.

One critical area relates to household chores as it affects equal access to education of girls and gives very little time to women to ensure equal access to decent work and remuneration (UNDP 2014). Linked to this is women's low control or ownership of the factors of production in agriculture, especially land.

This is despite their predominant role in farming and the reduction of malnutrition. Inheritance laws / customary legal system that discriminate against women in terms of land ownership poses a major challenge to women empowerment, especially in rural areas where most women depend on farming / gardening for income / sustenance.

Similarly, owing to limited voice and influence in policy dialogue, policy instruments that focus specifically on marginalized groups and women often do not have strong support. This includes Financial Inclusion

(FI), which promotes access and the use of high-quality financial services, particularly among poor and women. In its 2014 policy brief, the UNDP observed that women disproportionately face financial access barriers that prevent them from participating in the economy and from improving their lives. Access to credit can open economic opportunities for women, and bank accounts can be a gateway to the use of additional financial services. It is equally true that some social and cultural norms, which prevent women from traveling long distances using public transports or interacting with men other than close relatives also pose a significant barrier to women in acquiring vital information regarding financial services that are otherwise available. Lower literacy rates among women further prevent them from processing and comprehending information wherever it is accessible. Compounding this weakness is the absence incentive systems that reward financial institutions that reach out to the rural poor women and those engage in building entrepreneurship and value addition.

Another phenomenon that perpetuates gender inequality is unpaid care work. It is estimated that if unpaid care work were assigned a monetary value it would constitute between 10 and 39 per cent of GDP in the world. However, it has been mostly overlooked or taken for granted by policy makers. This has an enormous impact on women's poverty as in the Gambia, unpaid care work is considered women's role. The absence of a deliberate policy to free women from this disadvantage is also glaring. Economic history shows that the arrival of the washing machine and electric iron as mass consumer products in the 1950s contributed to a surge in female workforce participation thereby virtually doubling the workforce in advanced countries, revolutionizing their economies in the process (UNDP 2014).

Also contributing to women vulnerability is the absence of social protection especially within the informal sector where women dominate. Therefore, vulnerability to unstable compensation and insufficient access to decent employment is still a gendered phenomenon.

#### 7.4 Youth Empowerment and Development

A healthy and vibrant youth is an asset due to their current contribution and potential towards national development. To this end, the current youth policy focuses on youth investments for national development; employment creation for out of school youth; and enabling the youth to operate within a wide variety of cultures.

The Gambia has a youthful population with 38.5 per cent between the ages 15 and 35, the official age bracket for youth. More significantly, the 2013 Census results indicated that 42.6 per cent and 64.1 per cent of the population are below the ages of 15 and 25 years respectively, with young people aged 15-24 years representing 21.4 per cent of the population. This reveals a high dependency factor in society and has serious implications for development programming including social protection.

In general, the young people face substantial barriers in their quest to be productive and empowered citizens of the country. Among the most significant is insufficient access to knowledge, information and strategic education, which makes them less competitive at national and international levels. Poor and

inadequate education continues to limit their productivity and acquisition of skills, while insufficient access to knowledge and information (including business development services for entrepreneurial youth) is hindering their gainful engagement in entrepreneurial ventures. Of concern, is the distinct need to improve young rural women's access to education, and to incorporate relevant skills into rural education. This will allow the exploitation of economic opportunities inherent in localities.

Inadequate access to financial services is also identified as a principal challenge confronting youth. Most financial service providers are reluctant to provide their services – including credit, savings and insurance – to youth due to their lack of collateral and financial literacy, among other reasons.

The third barrier to youth development is limited access and ownership/control to land for farming and to other productive assets, such as business space and equipment. Although access to land is fundamental to starting a farm, it can often be difficult for young people to attain. Inheritance laws and customs often make the transfer of land to young people, particularly women, problematic, and so they need amendment. Similarly, society generally lacks trust in youth and often hesitates or refuses to entrust their properties (through lease/ rent/ loan) to them for business activities. Allied to this are the vulnerabilities associated with climate change, especially for those that make a living from, agriculture, tourism and health care delivery.

Similarly, young people's limited access to markets curtails their engagement in viable and sustainable agricultural and other business ventures. Access to markets for youth is becoming even more difficult due to the growing international influence of formal markets and the rigorous standards of their supply chains and other market destinations for which the Gambia has preferential access, but is unable to access due to supply side constraints. Young women especially rural women, face additional constraints in accessing markets, due in part to the fact that cultural norms sometimes limit their freedom of movement.

Although significant gains have been registered particularly through the existing national youth council, the youth's limited involvement in policy dialogue continues to hinder their progress. Too often young people's voices are not heard during the policy process, and so their complex and multifaceted needs are not met. Policies often fail to account for the heterogeneity of youth and so do not provide them with effective support. Associated to this is the incomprehensive and weak policy coherence and coordination around youth issues, which often leads to conflicts and overlaps; the uninformed youth's mentality and attitude to work, patriotism and national service/duty; as well as limited participation in planning and programming by youth with disabilities resulting in the neglect of these PWDs.

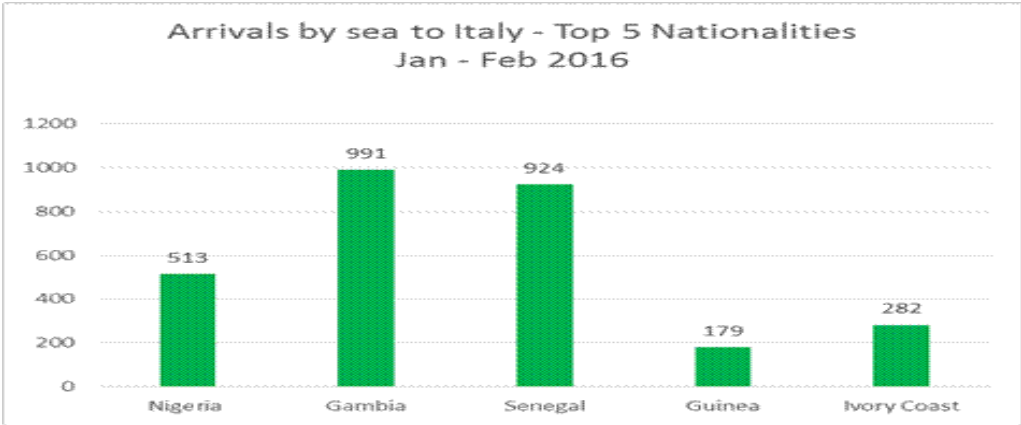
Difficulties accessing jobs continues to restrict the potential of Gambian youth. While jobs contribute to economic empowerment, many of the youth lack the skills or access to the necessary skills-upgrading opportunities to partake in the labour market. Improving youth's access to education and training – including formal and informal on-the-job training is needed to redress this skills mismatch. The unequal pay for females relative to their male counterparts and considerable barriers to decent work for females also constitutes significant challenges in the Gambia's youth landscape.



Combined with fertility<sup>52</sup> and rising population trends, there are worrying signs that the youth bulge is a demographic time bomb. Among other undesirable consequences, this has resulted in young people seeking alternative means of livelihood including irregular migration, and indecent jobs. Presently, as can be seen below, the country’s migration rates present one of the biggest threats for development as the country has one of the highest net migration rates on the African continent and the entire World. According to IOM data, 11,973 Gambian nationals were registered arriving in Italy and Greece in 2016. Gambian nationals make up 6 per cent of the total arrivals to Italy in 2016. By the end of July 2017, an additional 5,465 Gambian nationals entered Italy placing them as the 6th nationality group on the top 10 registered nationalities arriving to Italy that year. Neighbourhoods and villages are constantly declining and a recent survey of 16 to 30-year-olds found that 65 out of 100 respondents claimed to know at least two friends or relatives who had travelled the ‘back way’ (Hunt. L, (09/11/2015). There is absence of adequate national data on migration to understand the drivers of irregular migration, as well as its impact on social and economic factors. There is currently no National Migration Policy as well. The mass migration of youth also poses the threat for potential radicalization of the youth, which would in turn have negative implications on national security.

For young people to drive the development of the country it is essential to invest in programs and policies that promote their sexual and reproductive health rights, including family planning. Most often, cultural norms bar the youth from accessing SRH information and services. In addition, high adolescent fertility rates and unmet needs for family planning, despite the high demand, is one of the impediments that could delay or jeopardize the harnessing of the demographic dividend. Therefore, investments that target the social and economic challenges they face, but which equally emphasizes good health, are critical to ensure that young people are healthy, educated and gainfully employed. This is the only pathway to harnessing the demographic dividend.

Figure 7.2: Arrivals by sea to Italy – Top 5 Nationalities (Jan-Feb 2016)



Source: International Organization for Migration

<sup>52</sup>The fertility rate for the 2013 DHS was 5.6 and 5.9 in 2013 Census.

It is encouraging to note that over the last two years, Africa has decided to take the demographic dividend framework as its pathway towards the "Africa we want in 2063" and, moreover, to the achievement of the Sustainable Development Goals. A framework, which has reproductive health interventions and most specifically family planning interventions as its most essential element, is fundamental to realizing a successful demographic transition.

The demographic transition, the point at which fertility and mortality rates rise from a high to a low level, is a critical moment in the development of opportunities for families and countries. If The Gambia succeeds in planning and making the necessary investments in young people during the demographic transition, it will create a virtuous circle of improving education, human capital and economic productivity.

However, it is important to emphasize that the provision of family planning services will not be sufficient to promote the expected positive transformation in the lives of individuals. In order to consolidate the results obtained and strengthen the demand for services, it is necessary to neutralize the social, economic and cultural barriers that influence it. The education of girls, the fight against child marriages and early pregnancies, the stigmatization of contraceptives, the disempowerment of women on sexual and reproductive health issues are fundamental elements on which the Gambia must also act.

Notwithstanding, it is important to point out that the Gambia is poised to turn its youthful "bulge" into an opportunity for harnessing its demographic dividend. An integrated multi-sector approach will be essential to accelerate progress. Achieving the elemental and meaningful goals of youth empowerment will require a framework that recognizes the potential of the youth. It must focus on employment and entrepreneurship, education and skills development, health and well being including reproductive health interventions and most specifically family planning interventions, as well as rights and governance. Simultaneously, it will also recognize the additional space needed for resource mobilization engendered by partnerships. Investments in these areas will lead to harnessing of the demographic dividend and a brighter future for all young people.

Furthermore, the youth development framework must be premised on the achievement of the following two key pre-conditions:

- The first is to create a dynamic economy that will serve as an engine of job creation and provide productive employment for large cohorts of youth; and
- The second precondition is a strong commitment of resources to the health and education of youth so that they are prepared to participate and compete in a global economy.

Indeed, government recognizes that

- Demographic dividends are not automatically granted
- It is about human capital development
- It is about transforming the youth momentum into assets and not liabilities.

To this end, Government will adopt the Theory of Change for Youth empowerment and harnessing of the Demographic Dividend<sup>53</sup>, which postulates, “the achievement of national development, effective humanitarian action, peace, and security demands the prioritization and participation of young people. This should happen in many other spheres of influence including democratic movements, digital and social media, environmental campaigns, peer education, community development initiatives and creative arts and cultural movements and peace, security and environmental protection initiatives so that youth needs are met and their rights respected. They will then have the space to lead and take advantage of the new and emerging opportunities for the societies of tomorrow”.

### 7.5: Diaspora in Development

Diasporas are by definition multi-generational in composition, comprising migrants, children and descendants of migrants. As with other countries, the affinity of the Gambian diaspora to the nation-state of The Gambia is based on nationality, nationhood or both. Many of the tens of thousands of adults who migrated retain Gambian nationality and citizenship. Many of the second, third and multigenerational descendants may not hold Gambian citizenship, but they have emotional and nationhood connections with their country of heritage. In the discourse of diaspora-development, countries strategize and implement schemes and initiatives, which expand and enhance the input of their diaspora in national development.

Given that migrants, their children and descendants cannot and should not be coerced into making development contributions to The Gambia, diaspora-development is to a great extent about stimulating, facilitating and nurturing productive engagement and action. Through the strong motivations of family, community, nationality and nationhood affinities, the diaspora has already chosen to make significant contributions to the country’s development. Gambia’s diaspora-development strategy and plan will focus on supplementing, complementing and enhancing existing contributions, whilst stimulating innovative and new forms of productive contributions from a greater number of diverse migrants and multigenerational Gambians.

In 2005, the African Union gave a definition of the African diaspora as: “*peoples of African origin living outside the continent, irrespective of their citizenship and nationality and who are willing to contribute to the development of the continent and the building of the African Union*”.<sup>54</sup> To help translate the definition into national policy and practice, Faal (2006)<sup>55</sup> proposed a new categorization of the African diaspora and postulated that the stronger the ‘Diaspora Memory’, the greater the likelihood of participation in the development of country of origin or heritage. For the Gambia and other African countries, the

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<sup>53</sup> AU/UNFPA /ADB/NEPAD: AU Roadmap on *Harnessing the Demographic Dividend through Investments in Youth* (January 2017)

<sup>54</sup> <https://au.int/en/diaspora-division>

<sup>55</sup> <http://unesdoc.unesco.org/images/0014/001469/146986e.pdf>

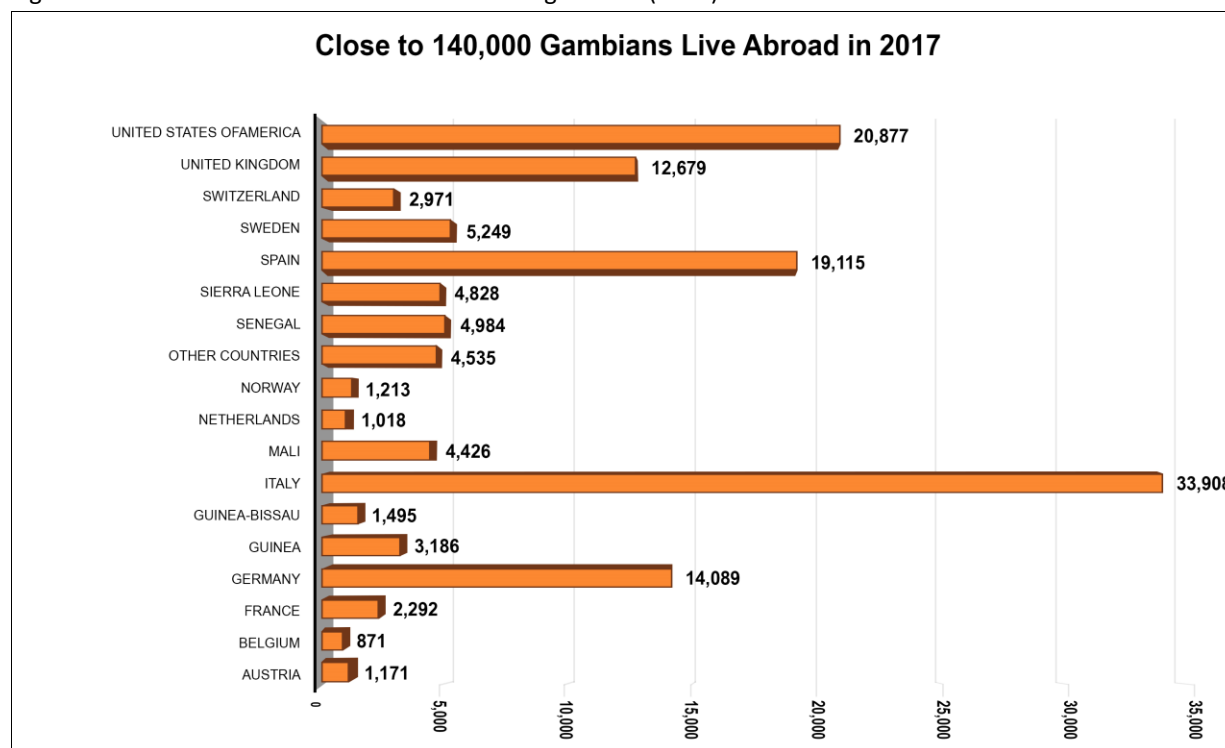
[http://www.gkpartners.co.uk/Gibril Faal - Optimising Actual Virtual and Circular Diaspora Return - Part 1 - 2016.pdf](http://www.gkpartners.co.uk/Gibril_Faal_-_Optimising_Actual_Virtual_and_Circular_Diaspora_Return_-_Part_1_-_2016.pdf)

engagement strategies needed for people with a national, natal and parental memory of the country will be different from the policies needed for the ‘older’ diaspora with ancestral and historic ‘Diaspora Memory’.

Further to the definition of the African diaspora in 2005, the African Union also declared the African diaspora as the Sixth Region of Africa. Since then, several countries have declared their own diaspora as a non-resident region of the country. The Gambia currently has seven administrative areas/regions. After due consultations, the government will seek to designate its diaspora as the Eighth Region of The Gambia, providing an administrative and symbolic framework for full, comprehensive and purposeful diaspora-development engagement and action.

United Nations data puts the number of Gambian migrants in 2015 at 90,000, but it recognizes the fact that this is an underestimate.<sup>56</sup> Using latest statistical data from various countries, the Gambia-born statistician (Kebbeh, 2017)<sup>57</sup> estimates that there are about 140,000 Gambian migrants. The top ten countries of residence for Gambian migrants are: Italy, United States, Spain, Germany, United Kingdom, Sweden, Senegal, Sierra Leone, Mali and Guinea Conakry.

Figure 7.3: A Statistical Portrait of Gambians Living Abroad (2017)



Source – C.O. Kebbeh, Washington

<sup>56</sup> UNDESA (2015) Trends in International Migrant Stock: The 2015 revision (United Nations database, POP/DB/MIG/Stock/Rev.2015), United Nations Department of Economic and Social Affairs, New York

<sup>57</sup> Kebbeh, C. Omar (2017) A Statistical Portrait of Gambians Living Abroad, Washington DC.

It is likely that the Gambian diaspora, comprising just migrants and their children who are entitled to Gambian citizenship is over 200,000. This estimate is based, amongst other things, on the following analytical observations:

- The current numbers of Gambians abroad is broadly based on national censuses and data from formal institutions. A significant number of Gambian migrants, especially non-refugee irregular migrants, are not featured in censuses or other official data.
- In countries like Italy and Germany with the highest numbers of Gambian refugees and asylum seekers, the data on those categories of migrants are comprehensive and reliable, and they are very high. Similarly, in a country like Spain, where residents need to register with government authorities (irrespective of immigration status) in order to access services such as healthcare and education, the number of Gambians recorded is high. This suggests that there is a significant underestimate of Gambian migrants in countries where there is no advantage for irregular migrants to register with authorities.
- Migrant data collection in Africa is not as comprehensive or reliable as in Spain for example. The African country with the highest Gambian migrant population is Senegal, registering about 5,000 Gambians, fewer than the number in Sweden. The number of Gambians living in Senegal and other African countries is likely to be much higher than reported.
- Most migrant data misses an important part of the diaspora, namely second and third generations. Even if a conservative assumption is made, that 50% of settled Gambian diaspora on average have two children, then tens of thousands of second generation Gambians are missed from diaspora population data.

The government is already committed to creating a Gambia Diaspora Directorate (GDD) within the Ministry of Foreign Affairs and Gambian Abroad. Amongst other activities and services, GDD will seek to improve data on the population and profile of migrants and the wider Gambian diaspora. Based on the estimate of 140,000 Gambians living abroad, Gambian migrants constitute 7 per cent of the population. Every year, 0.5 per cent of the Gambian population migrates from the country, the highest percentage in Africa.<sup>58</sup> In 2016, the total of diaspora remittances to The Gambia was \$200m, being 21.5 per cent of GDP<sup>59</sup>. It is estimated that if remittances sent through informal means were included in the annual sum, it would represent over one-third of GDP. In 2014, as a percentage to GDP, The Gambia was the 10<sup>th</sup> remittance receiving country in the world, and the 3<sup>rd</sup> in Africa<sup>60</sup>. As a proportion of the population, both migrant stock and migration flows for The Gambia are amongst the highest in the world. Not surprisingly, the contribution and impact of the diaspora in Gambian socio-economic and political development is substantial.

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<sup>58</sup> [https://eeas.europa.eu/delegations/gambia/23696/node/23696\\_cs](https://eeas.europa.eu/delegations/gambia/23696/node/23696_cs)

<sup>59</sup> <https://data.worldbank.org/indicator/BX.TRF.PWKR.CD.DT?locations=GM>

<sup>60</sup> <https://openknowledge.worldbank.org/bitstream/handle/10986/23743/9781464803192.pdf>

The Gambian diaspora profile has two extreme characteristics. Gambian migrants include a very high number of skilled professionals. Using 2011 data, OECD found that out of 144 countries assessed globally, proportionately, The Gambia had the 15<sup>th</sup> highest rate of emigration of highly educated individuals.<sup>61</sup> On the other hand, proportionately, The Gambia has the highest rate of irregular (back-way) migrants using the perilous Saharan-Mediterranean route to Europe. In 2016, 8 per cent of the irregular migrants in Spain were young Gambians, and 6.6 per cent of arrivals by sea in Italy were Gambians<sup>62</sup>, the latter increasing by 41 per cent from the 2015. According to UNHCR, 27 per cent of the Gambians who arrived in Italy in 2016 were Unaccompanied and Separated Children (UASC), mostly aged 15-17, an increase of 150 per cent increase from 2015<sup>63</sup>. This intense and dysfunctional pattern was due almost entirely to the brutal political situation caused by the former dictatorship, and the severe economic problems it created. The new democratic government will seek to protect vulnerable Gambian migrants, expand and enhance diaspora contributions to development, and reduce the pattern and trend of irregular and dysfunctional migration.

## 7.6 Civil Society Organizations

Involvement of NGOs in the Gambia's development process dates back to the 1960s with the presence of mainly international ones engaged in relief work. Therefore, successive governments have to date realized the significant role of NGOs in the country as CBOs continue to emerge as important partners in the national development process. In 1996 for example, an NGO Affairs Agency was set up to facilitate and regulate NGO operations. Apart from their various service delivery interventions, NGOs are engaged in assessing the impact on the ground of the changing political and socio-economic environment on both their community based partners and on their own operations, in terms of the quality of life of communities and the ability of NGOs to access funds from donors. Through the building of monitoring indicators in their various projects and programmes, NGOs try to determine the extent to which different changes affect the population of The Gambia and consequently, develop programmes and projects to mitigate any potential negative and adverse impacts these changes may engender.

The Association of Non-Governmental Organization in The Gambia (TANGO) is the umbrella organization mandated to coordinate civil society work in the country with eighty (80) members as at 2017, and a Board of Directors that provides oversight of TANGO. TANGO has a critical role to play in ensuring that NGOs have clarity of mission and strategic direction in their poverty alleviation work, as well as fostering cordial relationship with government and other stakeholders in national development. This includes encouraging its members to align their missions to national and relevant international policies, plans and programmes. A case in point is the increased application of Human Rights Based Approach (HRBA) in development programming, which has paid dividends in raising the critical awareness among the citizenry and its application in the economic development of the country.

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<sup>61</sup> Data from 2010/11, Connecting with Emigrants, A Global Profile of Diasporas, OECD, 2015

<sup>62</sup> UNHCR Update Italy, Sea Arrivals, December 2016

<sup>63</sup> Italy UASC Dashboard, UNHCR, December 2016

However, TANGO is continuously challenged to remain relevant by responding to the demands of individual NGO members, government, and donors, CBOs and, regional and international partners. This has not been an easy task given that it has had to function with limited staff, resources, and the challenge of the lack of sustainable funding sources. Currently, the bulk of TANGO's funding is project-based, which are often highly unpredictable and impacts negatively on the morale of staff. Similarly, the CSO sector is also challenged with inadequate legal environment, shrinking political space for HRBA work, especially during the last regime. Despite these challenges, it has remained a credible NGO network, recognized by both government and other development partners as a force to reckon with.

The principle of 'Full Cost Recovery (FCR)', including fair and proportional budget allocations for overheads and long-term costs such as pension, social security provision, and general reserves need to be applied to all CSO projects, interventions and actions. FCR should be promoted and applied by all donors and development partners when working with CSOs and social enterprises. To further address some of the financial sustainability challenges faced by CSOs, and to stimulate innovation and action in the social economy, social entrepreneurship needs to be promoted and facilitated.

Policy, legal, operational and support frameworks are needed for The Gambia to build a vibrant social enterprise and cooperative sector. Growth in this sector and the social economy in general will result from tax concessions and other new forms of incentives. Social enterprises and cooperatives should be included in public sector procurement processes, and in PPPs and other forms of innovative finance mechanisms as service deliverers, contractors and project partners. Scoring systems for public sector bids should reward innovative, enabling and proactive inclusion of social economy entities in commercial tenders. Social enterprises and cooperatives are also effective legal, management and operational vehicles for particular activities, such as small and medium-scale and district-level regeneration, community asset management, localised services, and sector development initiatives and programmes.

Table 7. 4: Key Issues to address in Education, Health, Nutrition, WASH, Social Protection, Women Empowerment, and Youth Empowerment.

Thematic Area	Key Issues to Address
<i>Education</i>	<ul style="list-style-type: none"> <li>● Government expenditure is skewed towards salaries and has resulted in inadequate facilities and high household contributions especially on TVET and ECD</li> <li>● Girls are often withdrawn from school at the very time that education can provide them with the much-needed skills and assets to empower them during the vulnerable period of adolescence</li> <li>● When a school does not offer all grades/subjects, the supply side constraint relating to distance to school becomes an important factor, which when combined with demand side constraints (religious, financial, and age) negatively affect access to education</li> <li>● Sending a child to school remains a significant financial investment (due to hidden costs) for families, especially for those in poor rural communities</li> <li>● Due to retention problems and low performance in mathematics and science subjects, students, especially girls have a lower chance of transitioning to tertiary institutions as not meeting the minimum entry requirements may hinder access<sup>64</sup></li> <li>● The issue of quality and relevance of the curriculum and learning materials continues to be a concern for teachers and parents alike</li> <li>● The proportion of out-of-school children is high at 31.6 per cent (aged 7-15 years) with parents citing religious (48 per cent), the cost (26 per cent), and being too young (13 per cent) as reasons for keeping children from school</li> <li>● Very weak or non-existent TVET institutions and generally vocation training opportunities limits the ability of young people to be effectively prepared for the job market</li> <li>● Disability is a hindrance to enrolment and the retention of both girls and boys in schools who still face socio-cultural and physical barriers</li> <li>● There is great inequity in access and learning between regions, districts, and income levels.</li> <li>● Low learning outcomes are a major challenge to education with school completion rates generally low.</li> <li>● Weak teaching skills and inadequate teaching and learning materials contribute to poor quality of education</li> <li>● Other factors include a poorly developed tertiary and higher education structure – compounded by a mismatch between graduates and the job market, especially in the crucial area of science, technology, and engineering fields</li> <li>● <i>Poor educational outcomes limit people’s employability. Only four in ten people can read and write; only one in ten (15 years and above) has completed primary education; three in 100 have completed post-secondary education; and one in ten of the labour force (15-64 years) has benefited from some form of vocational training.</i></li> </ul>

64 The Gambia Education Sector Strategic Plan 2014-2022 Document, August 2013.



*Health, Nutrition, and WASH*

- The Gambia's strong primary healthcare (PHC) which was a model for other countries has deteriorated over the past years and is no longer able to serve the population adequately
  - Government budgetary allocations to the health sector currently stands at 10.5 per cent, but is still below the 15 per cent Abuja declaration
  - The absence of robust health governance framework is a major bottleneck in improving the health system of the country
  - Out-of-Pocket expenditure" constitutes 21.2 per cent of the total health expenditure (NHA, 2013) and continues to be a huge burden on households, impacting negatively on the livelihood of the ordinary Gambians
  - The sector continues to face serious challenges relating to maternal and women's health. The percentage of women who had skilled attendance at delivery (57.2 percent) has remained stagnant since 2000. In 2013, 86.2 per cent of women received ANC from a skilled health provider. Delayed access to referral services for pregnant women is a major contributory factor to high maternal mortality
  - The proportion of various health care professionals per 10,000 population remains critically low. There is shortage of skilled health personnel and high attrition rates
  - Considerable growth in non-communicable diseases such as diabetes, hypertension, coronary heart disease, obesity, cancer
  - Food insecurity is high. About one in every two Gambians is food insecure
  - A double burden of malnutrition – overweight and obesity coexisting with under-nutrition and micro nutrient deficiencies
  - Only 8 per cent of children aged 6-23 months are fed in accordance with all infant and young child feeding practices
  - 22.9 per cent of children are chronically malnourished or stunted with 6.2 per cent severe risk stunted; 73 per cent of women suffer from some level of anaemia
  - Obesity and overweight affects 25 per cent and 17 per cent of women living in urban areas of Banjul and Kanifing
  - Diet-related NCDs account for 17 per cent of total deaths
  - Due to high rate of population growth and urbanization, water and sanitation services are unable to keep pace with the demand because of poor maintenance culture, inadequate investment and funding, and weak institutional capacities and poor coordination
  - Rural populace is disadvantaged as the proportion of the population with access to pipe borne drinking water increased in urban areas and decreased in rural area
  - National coverage for improved sanitation has increased from 39.8 per cent in 2013 to 64.9% in 2015/2016
  - The per capita waste generation is above the capacity of the municipal councils resulting in severe challenges in waste management.
  - Priority should be given to ending and sustaining open defecation free status as the benchmark to move from basic to safely managed sanitation services in the communities
  -
- Social Protection*
- The current social protection system is fragmented and focuses on social assistance. There is less attention to healthcare and reliable income support
  - There is no universal social pension for the elderly and no child support allowance

- Preventive social protection is limited as social security schemes target those employed in the formal sector, but most of the population works in the informal sector
- A notable gap is the absence of a national health insurance scheme
- State-led crop insurance schemes to shield farmers from natural disasters is undeveloped
- Long-term and predictable institutionalized social transfers and promotion initiatives targeting the extremely poor are rare
- Many social transfers are transitory and project-based, characterized by unreliable funding
- The legislative framework is weak and does not include a national minimum wage, disability bill and has inadequate and sporadic coverage and support to vulnerable groups

*Women  
Empowerment*

- Gender equality and women’s empowerment are still major challenges in the country. Although women constitute 52 per cent of the Gambian population,<sup>65</sup> women are disproportionately counted among the poor and extremely poor,<sup>66</sup> have lower educational outcomes than men and higher unemployment
- Limited awareness of gender issues among the populace
- Weak support, advocacy, awareness raising, coordination and monitoring by other stakeholders
- Cultural patterns, harmful traditional practices (FGM, GBV, Child marriage), traditional roles, and stereotypes which continue to prevent women from exercising their rights
- Low representation of females in decision-making positions
- The general low self-esteem of women, high illiteracy rates, and high incidence of domestic and sexual violence
- The highly patriarchal nature of Gambian society characterized by male hegemony, poor access to social services, low wage employment, limited livelihood skills, and little control over productive resources
- Limited gender sensitive policies (4 out of 16 MDAs)
- Inadequate capacity at all levels to mainstream gender and apply gender analysis skills

*Youth Empowerment  
and Development*

- High levels of youth unemployment have resulted in a frustrated and restless generation.
- The 2013 Census results indicated that 42.7 per cent and 64.1 per cent of the population are below the ages of 15 and 25 years respectively, with young people aged 15-24 years representing 21.4 per cent of the population. Poor and inadequate education continues to limit the youth’s productivity and acquisition of skills, while insufficient access to knowledge and information (including business development services for the entrepreneurial youth) is hindering their gainful engagement in entrepreneurial ventures
- Most financial service providers are reluctant to provide their services – including credit, savings and insurance – to the youth due to their lack of collateral and financial literacy, among other reasons
- The youth have limited access to land for farming and to other productive assets such as business space and equipment

<sup>65</sup> Gambia Bureau of Statistics, Integrated Household Survey, 2015/2016.

<sup>66</sup> The Gambia Demographic and Health Survey 2013: <https://dhsprogram.com/pubs/pdf/FR289/FR289.pdf>

<p><i>Diaspora Development</i></p>	<p><i>in</i></p> <ul style="list-style-type: none"> <li>● Young people have limited access to markets, which curtails their engagement in viable and sustainable agricultural and other business ventures</li> <li>● Young people suffer from limited involvement in policy dialogue and too often their voices are not heard during the policy process, and so their complex and multifaceted needs are not met</li> <li>● While jobs contribute to economic empowerment, many of the youth lack the skills or access to the necessary skills-upgrading opportunities to partake in the labour market</li> <li>● High adolescent fertility rate and unmet needs for family planning, despite the high demand, for example, is one of the reasons for high fertility rates that could delay or jeopardize the harnessing of the demographic dividend</li> <li>● Access to age specific and context appropriate Comprehensive Sexuality Education both in and out of school is limited</li> <li>● Absence of a central unit within government to coordinate and augment the development input of the diaspora, and to address their needs, wants and expectations</li> <li>● Absence of coherent strategy, policy framework and action plan on diaspora-development</li> <li>● A need to end the suspicion and antagonism that the government had against the diaspora during the dictatorship, and establish effective and productive mechanisms for positive engagement</li> <li>● Absence of schemes, initiatives and programmes to stimulate, complement, incentivize and enhance the productive socio-economic and political contributions of the diaspora</li> <li>● The deficit of motivation, capacity and capability of civil servants and other stakeholders in The Gambia to engage with the diaspora, and support and augment their contributions to national development</li> <li>● High cost of remittance transaction fees, and absence of innovative and structured diaspora finance mechanisms for responsible commercial, social and public entrepreneurship</li> <li>● High level of irregular and dysfunctional migration, especially amongst young people, and low levels of brain gain derived from the highly skilled Gambian diaspora</li> <li>● A need to end the political disenfranchisement of Gambian citizens abroad, and the low levels of diaspora involvement in national, local, community and sector policy dialogues and processes</li> </ul>
<p><i>Civil Society Organizations</i></p>	<ul style="list-style-type: none"> <li>● TANGO is continuously challenged to remain relevant by responding to the demands of individual NGO members, government, donors, CBOs and, regional and international partners</li> <li>● Limited staff, resources, and the challenge of the lack of sustainable funding sources</li> <li>● The bulk of TANGO's funding is project-based, which are often highly unpredictable and impacts negatively on the morale of staff</li> <li>● The CSO sector is also challenged with inadequate legal environment, shrinking political space for HRBA work especially during the last regime</li> </ul>

## Chapter 8: Environment, Climate Change, and Land Use Planning

### 8.1 Introduction

Chapter 5 analyses the main trends in Gambia's environment and natural resources and identifies the key issues to address in the plan. Land use planning and decentralization are also treated in the chapter.

### 8.2 Environment, Natural Resources, and Climate Change

The Gambia is susceptible to the vagaries of the environment and climate change, droughts and flooding, which cause a lot of damage to farmlands, settlements, and livestock. The major issues affecting the environmental sector are land degradation, coastal erosion, loss of forest cover, biodiversity loss, ineffective waste management and the management of pesticides. Deforestation through illegal logging and bushfires, and sand mining and illegal settlements and other uncontrolled activities are the main contributing factors in a situation already made precarious by climate change.

The impact of Climate Change (CC) has emerged as one of the most significant external factor hindering the performance of the growth driving sectors, especially agriculture, tourism and industry, which have the greatest impact on the economy. Because of the Climate Change manifestations of droughts, floods, soil degradation, coastal erosion, erratic rainfall patterns and global warming, The Gambia has experienced poor yields, pest and disease incidences, infrastructural damages and even loss of lives in extreme cases.

The specific geophysical and hydrological characteristics (low-lying areas adjacent to the sea) make the country one of most vulnerable low-income countries to climate change. According to the International Panel on Climate Change (IPCC) Gambia is top on the list of 100 countries that are most vulnerable to the effects of climate change, especially weather related hazards such as drought, windstorm, floods including in urban areas and sea level rise.

Climate change and variation places a major burden on inclusive growth and ultimate national development, because the productive base of the economy thrives on climate-sensitive activities. The country is experiencing the negative impact of climate change, global warming characterized by a noticeable increase in mean annual temperature from 25.8°C in 1947 to 32.6°C in 2010. Similarly, average relative humidity (RH) has also been decreasing since the 1940s, with annual average of over 75 per cent in 1945 dropping to a little over 55 per cent in 2010. On the other hand, climate change induced windstorms and flash floods, which are increasing in strength and severity, are causing damage to property.

The increase in temperature and decrease in rainfall resulted in a 3 per cent overall reduction in groundwater recharge and the migration of the River Gambia's Saline Front by about 250m upstream. This has ultimately caused water shortage, as well as a reduction in arable land available for agriculture

and therefore a 21 to 44 per cent decrease in food crop production. Consequently, some of the water points have dried up – adversely affecting livestock production in the country.

It is estimated that each year property damage from climate change induced windstorm, floods, and loss of crop yield amount to tens of millions of Dalasi. In 2010 alone, urban floods affected more than 35,000 people and damaged 2,371 houses with a quantified loss of food and cash crops. The wider impacts from extreme climate events also include flooding in urban areas, damage to roads, bridges, power lines and telecommunications infrastructure, especially in the Greater Banjul Area, and in the unregulated housing settlements in Banjul, Bakau, Ebo Town, Jeshwang, Tallinding Kunjang and Fagikunda.

Consequently, these conditions have exposed the communities to serious health risks associated with flooding such as malaria and diarrheal diseases. Put together, climate change negatively affects the economic activities and poverty level of those affected, leads to food insecurity, and increases the disease vulnerability of communities most affected by its impact. Left unchecked, rainfall is projected to decrease from about 1 per cent in 2010 to about 54 per cent in 2100; increase in temperature is projected to range from about 0.30C in 2010 to about 3.90C in 2100. (GoTG-NCC, 2012),

Decrease in fish productivity of the River Gambia will be about 4 per cent by 2100. Climate change and sea level rise will lead to increase in water and soil salinity. Hyper-salinity in mangroves and other wetland ecosystems on the coastal zone could result in systematic spawning and recruitment failures and reduced population of economically important fisheries species. Fish habitat availability, quality, and potential for the habitat to sustain fish communities will be altered. Baseline fisheries biomass productivity of the River Gambia based on a temperature of 27.80C is estimated at  $18.9 \times 10^6$  kg/km. Results from a riverine production model indicate that productivity will increase above current values by 4 per cent by 2030, 6 to 7 per cent by 2050 and 10 to 12 per cent by 2100. Temperature increases will destroy marine and riverine ecosystems, and increase toxicity in fish stocks having a deleterious impact on human health as a consequence. Moreover, storms and other severe climate events will impact fisher folk safety at sea and impact coastal livelihoods. As it is, fish production is negatively impacted by the monsoons and increasing variability in rainfall and other weather patterns thus threatening food security in The Gambia.

Coastal Climate Vulnerability is a major challenge for the country. The coastline of The Gambia is approximately 80 km in length of which nearly 2.5 km is situated around the estuary of the Gambia River. The country in many parts is at below sea level. Approximately 3,515km<sup>2</sup> ( $\approx$ 32 per cent) of the total land area are below 10m of sea level. For Banjul, about 11km<sup>2</sup> ( $\approx$ 92 per cent) of the total land area is below 10m of sea level (NAPA, 2007). Different scenarios being used to assess the vulnerability of the country's coastal zone to sea level rise predict that a 1-meter sea level rise will lead to flooding of about 92km<sup>2</sup> of the coastal zone. Estimates suggest that about 50 per cent (47 km<sup>2</sup>) of land loss will come from the sheltered coast with submerged beaches and its concomitants.

The manifestation of climate change in the coastal areas include sea level rise, submerged beaches, flooding, damage to mangroves and other coastal ecosystems, fish contamination, salt intrusion into

mangroves and estuaries, as well as damage to infrastructure. Beach erosion is a significant problem along the southern coastline, threatening tourism facilities, one of the drivers of the economic growth, human communities, their fisheries and agricultural activities particularly horticulture, cultural and historical sites. The occurrences of these hazards lead to high levels of exposure and vulnerability of communities that eventually result to adversely affecting development.

Given that the mangrove systems serve as protection buffer against storms for most of the coastal settlements, this will disrupt the livelihoods of these communities. The suitability of the habitats for the Dwarf Crocodile and Osprey will be highly reduced. Biomass production in forests will be lower as temperatures continue to increase. Production of biomass in rangelands will increase, but some of the grasses will not survive the climate after 40 years. Nitrogen uptake by grasses will be reduced, the vegetation will not be palatable and so milk production in livestock will be reduced.

Considering the threats and potential impacts of climate change, Government has adopted a comprehensive strategy to adapt to and mitigate the impact of climate change. During the PAGE (2012 – 2015) period, a Climate Change Priority Action Plan (CCPAP) estimated at US\$47 million was developed and many projects implemented including, (a) mainstreaming of Climate Change into the Education Curricula, (b) the development of a Climate Change Policy and Strategy and (c) the development of a Low Emissions Climate Resilient Strategy (LECRDS).

The National Climate Change Policy has been developed and a background paper on the LECRDS has been developed. Under the GEF/UNDP Adaptation to Climate Change – Responding to Coastline Change project, The Gambia developed and piloted a range of effective coping mechanisms to reduce the impact of climate change induced coastal erosion in vulnerable areas, mainly habitats. Other outputs of the project include various studies on coastal zone management and the construction of Eco-Tourism camps as an alternative livelihood for communities in Brufut, Ghana town, Madiyana and Tanji and a coastal management plan.

Other notable projects implemented during the PAGE focused on better environmental management of tourism activities in coastal areas; strengthening of Climate Change Early Warning Systems; mainstreaming energy and environment concerns into national, regional, and local policies, strategies, programmes and plans to reverse the current trend of natural resources degradation; identifying and addressing problems in disaster hotspots; and enhancing resilience of coastal and vulnerable communities.

Notwithstanding the progress registered in developing and implementing climate change projects, the country continues to grapple with unequal access to the Kyoto Protocol Clean Development Mechanism (CDM) because of low potential for cost effectiveness due to the size of its economy.

Government recognizes the prominent role of Climate Change in the country's development. Despite its size, Gambia has put a lot of efforts and continues to do so within its technical, technological capacity and financial limits. It has also forged cooperation with bilateral and multilateral partners. Climate issues still pose challenges to development, particularly in addressing poverty. In 2011, Government decided to

move Climate Change to the forefront of its development agenda by integrating it into the Medium-Term Strategy; development of the National Climate Change Policy; formulation of the Low Emissions Climate Resilient Development Strategy (LECRDS) (on-going); engagement of the private sector and mainstreaming of climate change in policy frameworks (ANR Policy, Forest Policy, Fisheries Strategy).

Where government policies provide appropriate incentives that harmonize economic, environmental, and social goals, conflict between economic growth and environmental sustainability will never exist. Economic growth depends on the sustainable management of natural resources (water, air, soil, fish stocks, and biodiversity) and ecosystem services.

The green growth model recognizes that steps to protect and conserve environmental resources can be sufficient drivers for national economic progress. Environmental protection not only enhances long-term economic performance through a more sustainable use of the resource base, but can also contribute to equity. Natural resource and environmental degradation, especially the pollution of fresh water, the mining of soil fertility and depletion of fish stocks, impact most heavily on the poor.

### 8.3 Land Use Planning

Land use planning in The Gambia began in 1985 with the preparation of the Greater Banjul Area (GBA) Physical Development Plan and that of three identified provincial growth centres of Brikama, Basse and Farafenni. The main reasons for the creation of these growth centres were to manage the available land for competing uses, which had emerged because of rapid rate of population growth causing unplanned expansion of settlements on land best suited for other uses like agriculture, forestry, tourism, etc., or on fragile ecosystems. Given its geographical location and relatively small size, only about 38 per cent of the country is cultivatable, which puts pressure on land and ultimately causes land degradation, loss of forest cover, loss of biodiversity and habitat loss, improper disposal of solid wastes and increasing effects of climate variability and change.

A surge in competition over land use and resources has put the issue of land use planning high on the national development agenda. In some instances, the competition threatens not only sustainable land management, but also deprives local rural communities control over and access to land and natural resources upon, which their livelihoods depend.

Constraints in the management of land in the country include inadequate institutional capacities and instruments (e.g. land-use and soil maps, and human resources and expertise), lack of guidelines, legislation, and monitoring systems for the use and management of land. In the past, the customary tenure system ensured that the poor were not excluded from access to land. However, due to population pressures, land in the Kanifing and Brikama municipalities has appreciated in value forcing many poor people to relocate elsewhere, thus excluding them from easy access to land.

Most urban land is registered, but procedures for the registration of customary lands and transforming them into leaseholds are weak and need to be improved and made more transparent. Access and registration of land for industrial estates and other investments is slow and cumbersome. Moreover, the

urban master plan of Banjul (the last one expired in 2000) and the GBA master plan are not sensitive to climate change and doesn't address sea level rise, storm water management, flood prone areas mapping and waste management aspect. This is despite that fact that between 2002 and 2006 there were 65 floods related disasters in the West Coast Region (WCR), a highly populated and urbanized region in the country. There were severe floods in 1999 and 2003 in most of the regions of the country, which affected 13.1 per cent of the population (NDMA 2015). Land-related information, including land use plans, large-scale cadastral and thematic map information need to be updated to adequately guide the fast expansion of urban development, as well as the provision and availability of housing. The Gambia National Agricultural Policy calls for the judicious and prudent utilization of land available for agriculture, especially guarding against the encroachment by residential facilities into agricultural land.

Both the Forestry Act and the National Policy on Forest Management make provisions for sustainable community management of forestland. The Gambia had a total forest area of 423,000 ha in 2010 compared to 520,400 ha in 1998, largely because of increasing population, and an increase in demand for agricultural land caused by increased mechanization of farming. In addition, government has declared 222,000 ha as forest reserves, 40,000 ha as forest parks, and 18,000 ha as community forests. Significant efforts have been made in reducing bush fires, but challenges include: frequent forest fires, over exploitation of forest resources for biomass, illegal logging, rapid land use change patterns (conflict with agriculture, development of road networks and other infrastructure, etc.) and institutional capacity constraints.

During GNAIP implementation period, state, community, and private forests were sustainably managed and the area under forest cover increased slightly with improvement in diversity of fauna and flora.

The result of unregulated rural–urban migration over the past decades has been inappropriate land use, including settlement by people on flood prone areas and dumping of waste in fragile ecologies. Land rights are governed by customary law, which tends to discriminate against women who constitute the majority in agriculture. This has negative implications for investments and ultimately on the productivity of the land. Parks and wildlife faces peculiar problems relating to degradation of the habitat resulting to biodiversity loss, human wildlife conflict, inadequate capacity, and limited private sector involvement in biological resources management.



Table 8. 1: Key Issues to address in Environment, Natural Resources, Climate Change, and Land Use Planning

Thematic Area	Key Issues to Address
<i>Environment, Natural Resources, and Climate Change</i>	<ul style="list-style-type: none"> <li>● The Gambia is susceptible to the vagaries of the environment and climate change, droughts and flooding which cause much damage to farmlands, settlements, and livestock</li> <li>● The major issues affecting the environmental sector are land degradation, coastal erosion, loss of forest cover, biodiversity loss, ineffective waste management and the management of pesticides</li> <li>● Deforestation through illegal logging and bushfires, and sand mining and illegal settlements and other uncontrolled activities are the main contributing factors in a situation already made precarious by climate change</li> <li>● The impact of Climate Change (CC) has emerged as one of the most significant external factor hindering the performance of the growth driving sectors, especially agriculture, tourism and industry, which have the greatest impact on the economy</li> <li>● The increase in temperature and decrease in rainfall resulted in a 3% overall reduction in groundwater recharge and the migration of the River Gambia’s Saline Front by about 250m upstream. This has ultimately caused water shortage as well as a reduction in arable land available for agriculture and therefore a 21 to 44% decrease in food crop production</li> <li>● Some of the water points have dried up – adversely affecting livestock production in the country. CC has exposed the communities to serious health risks associated with flooding such as malaria and diarrheal diseases</li> <li>● About 92 square km of the coastal zone, including the city of Banjul, risk being inundated and the mangrove systems on St. Mary’s Island and Kombo St. Mary and the strand plains from Barra to Buniadu Point risk being be lost because of CC</li> <li>● The Gambia continues to grapple with unequal access to the Kyoto Protocol Clean Development Mechanism (CDM), because of low potential for cost effectiveness due to the size of its economy</li> </ul>
<i>Land Use Planning</i>	<ul style="list-style-type: none"> <li>● A surge in competition over land use and resources threatens not only sustainable land management, but also deprives local rural communities control over and access to land and natural resources upon which their livelihoods depend</li> <li>● Due to population pressures, land in the Kanifing and Brikama municipalities has appreciated in value forcing many poor people to relocate elsewhere, thus excluding them from easy access to land</li> <li>● Because of unregulated rural–urban migration over the past decades, there has been inappropriate land use including settlement by people on flood prone areas and dumping of waste on fragile ecologies</li> <li>● Land rights are governed by customary law, which tends to discriminate against women who constitute the majority in agriculture. This has negative implications for investments and ultimately on the productivity of the land</li> <li>● The urban master plan of Banjul (last one expired in 2000) and the GBA master plan are not sensitive to climate change and doesn’t address sea level rise, storm water management, flood prone areas mapping and waste management aspect</li> </ul>

- Forestry continues to be challenged by frequent forest fires, over exploitation of forest resources for biomass, illegal logging, rapid land use change patterns (conflict with agriculture, development of road networks and other infrastructure, etc.) and institutional capacity constraints

## Chapter 9: Regional Poverty, Demographic, and Socio-Economic Profiles

Drawing mainly on the Integrated Household Survey of The Gambia (2015/16), released in May 2017, the 2013 Population Census, the 2013 Demographic and Health Survey (DHS), the 2010 Multiple Indicator Cluster Survey (MICS) and other sources, Chapter 9 provides a detailed picture of the various economic and social indicators of households across different regions of the country. The chapter covers the following aspects: demographic characteristics and migration; access to education and health; labour and employment; poverty and food security; access to basic services; and infrastructure. Differences between urban and rural Gambia, gender, as well as between the various administrative regions are highlighted as these have important policy implications and should inform the priorities of Government for the new National Development Plan (2018-2021).

This chapter also reviews the situation with regards to data and statistics, which are critical for evidence-based policy and planning, as well as for the monitoring development of the impacts of government and other stakeholders' interventions.

### 9.1 Demographic characteristics

In 2013, the total estimated population of The Gambia stood at 1,857,181, the key features of which are presented in the Box 9.1. As can be noted, the country has a very youthful population with over 73 per cent under the age of 30 years. Other demographic features that stand out are the very high concentration of the population in the urban centres and the variation in population density and household size across the different regions as shown in the figures below.

#### Box 9.1: Key Demographic Features

- Total Population: 1,857,181
- 57.8% urban and 42.2% rural
- 50.8% female and 49.2% male
- 73% under the age of 30 years
- 58.3% in the labor force bracket (15-64 years)
- Age-dependency ratio of 85

Figure 9.1: Population by LGA, 2013 Census

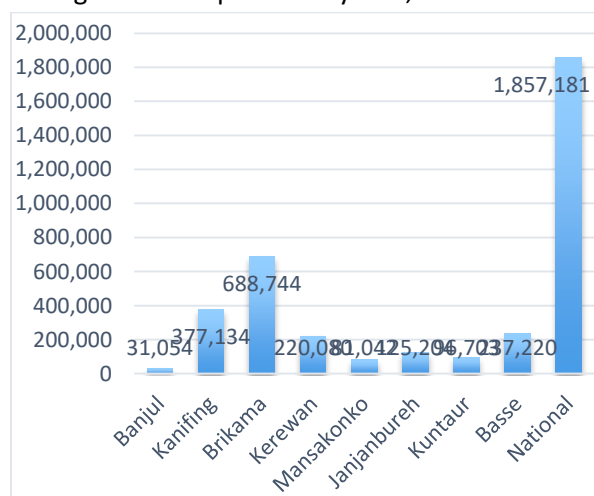
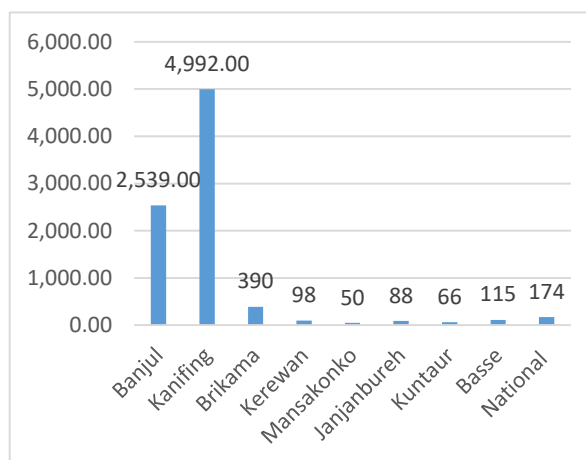
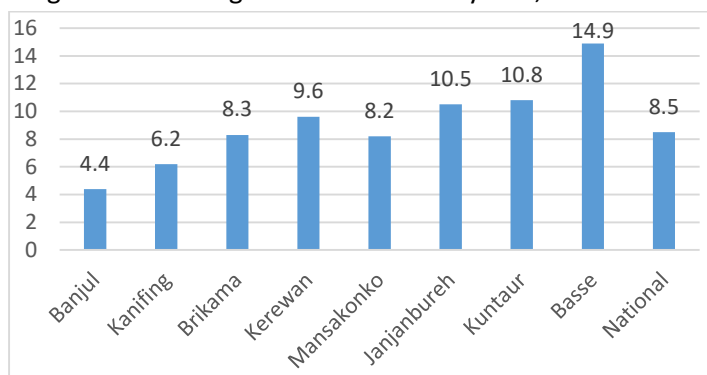


Figure 9.2: Pop Density b LGA, 2013 Census



It is evident that as in other developing countries, The Gambia is experiencing rapid urbanization, which will make it necessary for Government to put in place appropriate institutional mechanisms and effective policies for integrated urban planning and management.

Figure 9.3: Average Household Size by LGA, 2013 Census

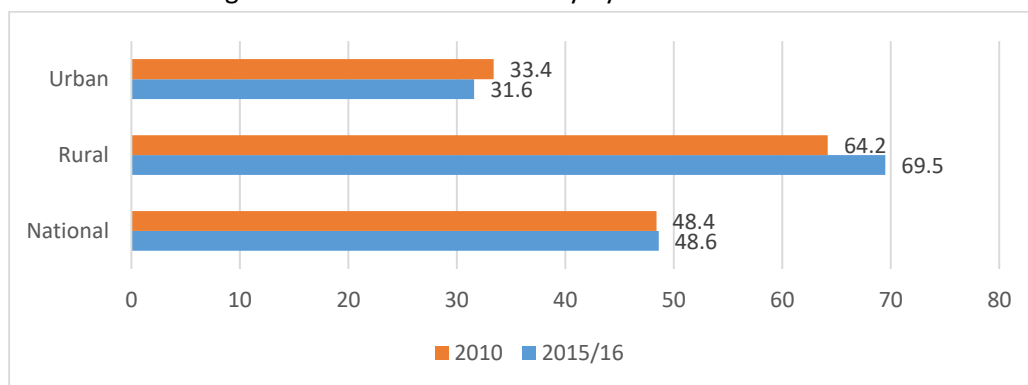


## 9.2 Poverty and Food Security

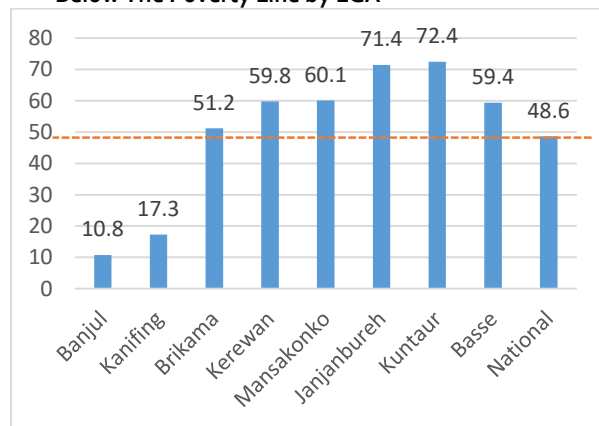
Poverty levels have remained largely unchanged between 2010 and 2015/16, at respectively 48.4 per cent and 48.6 per cent. However, due to population increases the number of the poor has increased to 0.93 million in 2015/16 as compared to 0.79 million in 2010.

Poverty is becoming increasingly a rural phenomenon. While the two LGAs (Banjul and Kanifing), which are entirely urban, experienced reduction in poverty between 2010 and 2015/16 (Banjul by 4.7 percentage points from 16.4 per cent in 2010 to 10.8 per cent in 2015/16; Kanifing by 6.6 percentage points from 26 per cent in 2010 to 17.3 per cent in 2015/16), by contrast, rural areas experienced an increase in poverty of 5.3 per cent - from 64.2 per cent in 2010 to 69.5 per cent in 2015. The depth and severity of poverty also increased in rural areas. Between 2010 and 2015/16, urban poverty increased by 16.6 per cent while in the rural areas it increased by 19 per cent.

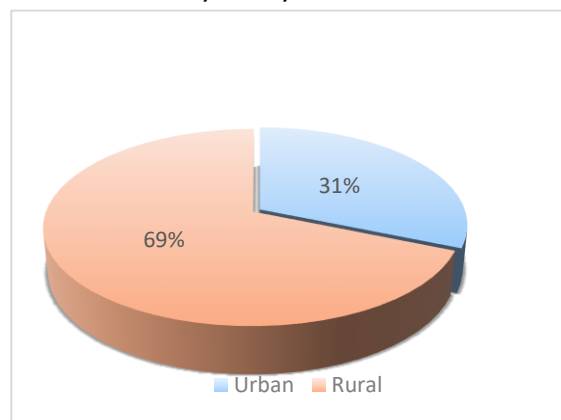
Figure 9.4: Incidence of Poverty by Place of Residence



**Figure 9.5: Proportion of the Population Living Below The Poverty Line by LGA**

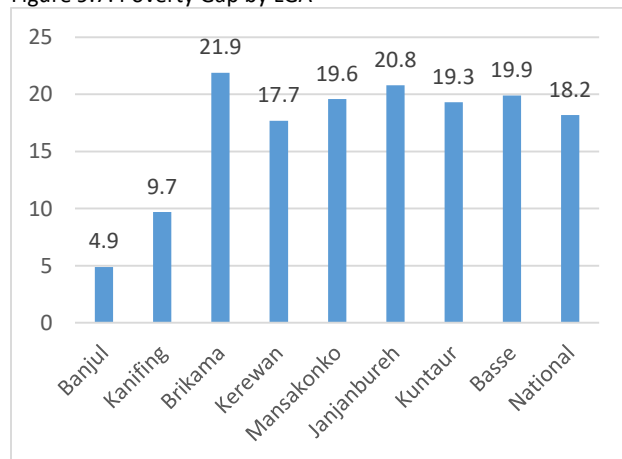


**Figure 9.6: Proportion of the Population Below The Poverty Line by Place of Residence**

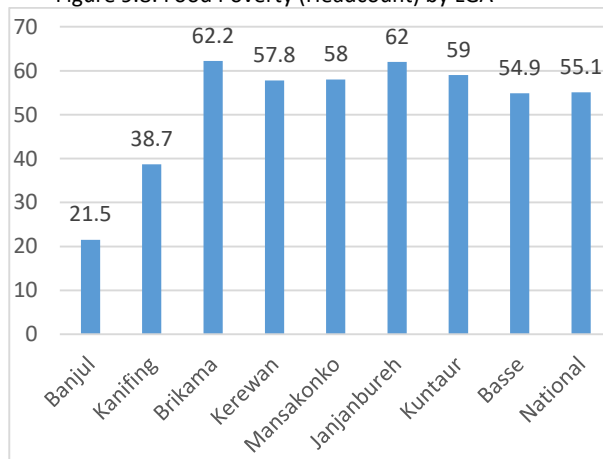


Overall, there is a dual situation with much lower and faster decreases in poverty for urban areas than in rural areas. Thus, although rural areas account for a lower share of the total population (42.2 per cent) in 2013 they have a bigger share of the poor (60 per cent). The increasing poverty in rural areas has a marked effect on environmental degradation, as the rural poor tend to exploit more of the natural resource base for survival.

**Figure 9.7: Poverty Gap by LGA**



**Figure 9.8: Food Poverty (Headcount) by LGA**



Food security and poverty are intricately linked. Data from IHS 2015/16 shows that close to 35.9 per cent of the population cannot meet their daily calorific needs of 2400 per person/day even if they allocate all their consumption to food. This represents an increase of 3.5 per cent since 2010. Up to 55.1 per cent of the population cannot meet their daily energy needs.

In terms of causal factors, it should be noted that agriculture's contribution to GDP has been declining since 2010, which could be contributing to increasing rural poverty. Rice production by estimates has

fallen by 26 per cent since 2010. Climate related shocks further compound the situation. Strengthening agriculture must therefore be given priority by government if the trend of increasing rural poverty is to be reversed. Creating jobs and boosting the minimum wage were also two top measures recommended to government by those surveyed to improve the living standards of Gambians.

### 9.3 Access to Education and Health

In 2015/16, 40.1 per cent of the population 15 years and above were literate and the proportion was lower for females (35.5 per cent) as compared with males (45.7 per cent). Box 9.2 summarizes some key statistics with respect to access to education in the country.

In terms of educational access, the following picture appears:

#### Box 9.2: Key Statistics on Access to Education

- Primary Gross Enrollment rate: 86.9%; girls 88.2% and boys 85.4%
- Primary Net Enrollment Rate: 63.2%; girls (64.3%) and boys (62.2%)
- Secondary School Gross Enrollment Rate: 53.3%; girls 55.1% and boys 51.1%
- Secondary Net Enrollment Rate: 40.7%
- Post-Secondary Gross enrolment rate: 9.7% (age group 19-25 years)

- Overall girls have higher gross and net enrolment rates at both primary and secondary levels;
- There is a large percentage of secondary school-age children who not enrolled in secondary schools;
- Participation in post-secondary institutions (non-tertiary, tertiary and higher education) is very low, given the few post-secondary institutions, especially relevant TVET institutions in the country.
- Government is the main provider of educational services, with 69.4 per cent of students attending government school; 19 per cent go to private schools while a non-negligible 10 per cent attend Madrassa.
- The children of the poor are more likely to be enrolled in government schools or Madarassa.

The variation across regions with respect to literacy and educational access is demonstrated below:

Figure 9.9: Net Enrolment rate for Primary Education Level by LGA

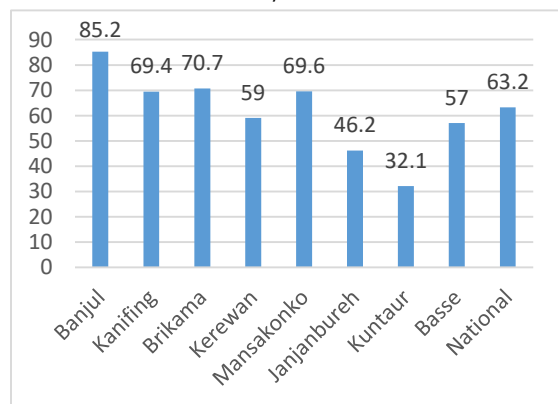


Figure 9.10: Literacy Rate for Persons 15 Years and Above by LGA

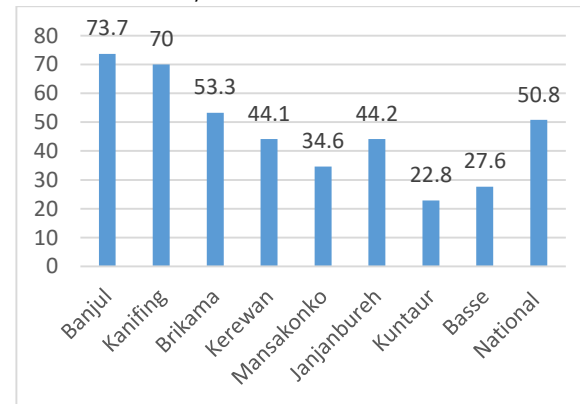
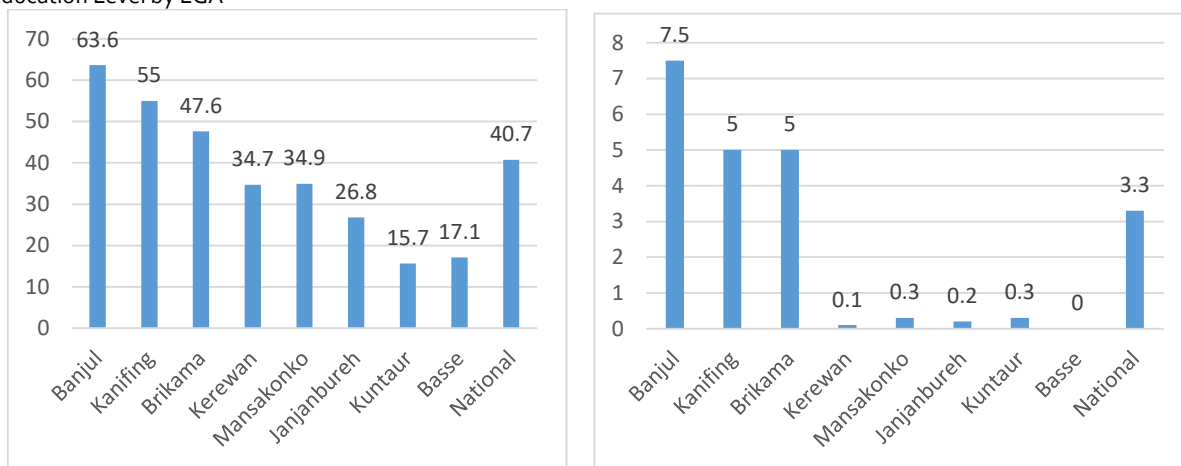


Figure 9.11: Net Enrolment Rate for Secondary Education Level by LGA  
 Figure 9.12: Net Enrolment Rate for Tertiary Education Level by LGA



The findings with regards to health show that morbidity (as determined by reported illnesses two weeks prior to the survey) rates were lower in 2015/2016 (5.9 per cent) as compared to 2010 (8 per cent). Morbidity was higher for women than men.

In 2015/16, some 81 per cent of the population sought healthcare when sick, a figure slightly lower than in 2010 (85 per cent). Demand for healthcare was also lower among the poor (79.4 per cent) as compared to richer households (84.3 per cent). A similar pattern holds for rural (80.2 per cent) as opposed to urban households (83.7 per cent). Thus, rural poor households had the lowest demands for healthcare.

Overall government facilities accounted for the highest consultations sought by those falling ill (80.1 per cent), while private facilities accounted for 7.2 per cent, and a surprising number of the population sought care from pharmacies (8 per cent). The strengthening of government health delivery services is of utmost importance in improving access to health, especially for poor and rural communities, which also have much fewer private facilities and pharmacies.

In general, user satisfaction with health facilities is high, with 9 out of 10 patients declaring satisfaction, and is generally high even for rural areas (91 per cent), although the figure is higher for those visiting private facilities. However, a decline in satisfaction was reported between 2010 and 2015. The main reason for lack satisfaction with public health care services in the country was lack of medical supplies.

Cost and distance are the single most important factors for the poor when it comes to health care in The Gambia. Except for Banjul and Kanifing, at least 50 per cent of the population seeking healthcare in other LGAs must travel to a different village or city.

Health care expenditures averaged D1597, with the poor spending less (D940) as compared to the richer households (GMD 2444), while female headed households also spend more (D2005) as compared to their

male counterparts (D1504). As with other socio-economic indicators, the figures below show marked differences in infant mortality and stunting between rural and urban Gambia by LGA.

Figure 9.13: Infant Mortality Rate by LGA

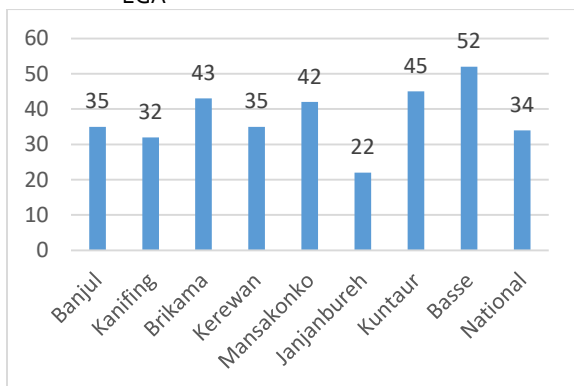


Figure 9.14: Infant Mortality Rate by Place of Residence

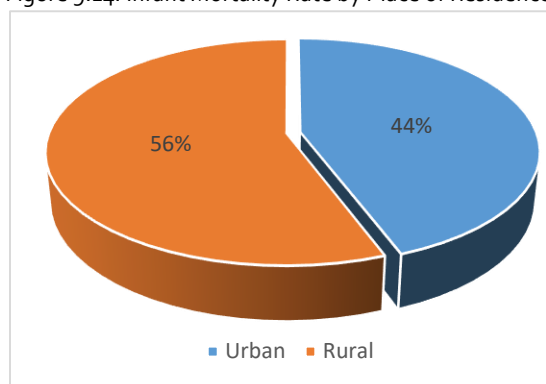


Figure 9.15: Prevalence of Stunting by Administrative Area

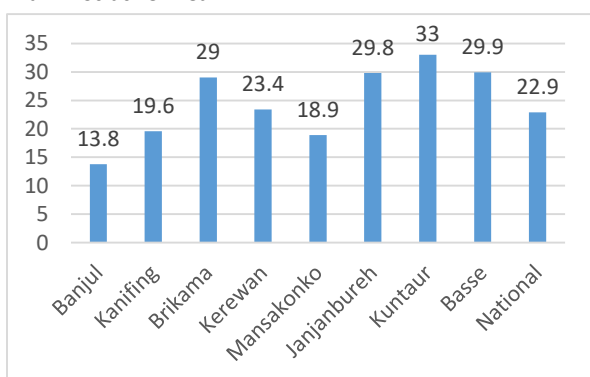
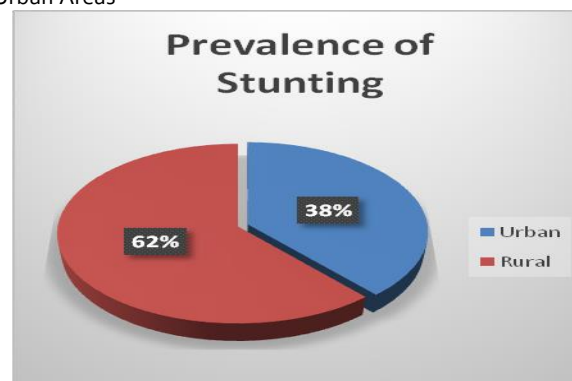


Figure 9.16: Prevalence of Stunting in Rural and Urban Areas



Immunization rates, contraceptive prevalence rate and number of births attended by skilled birth attendants all show a marked difference between rural and urban areas. See figures below.

Figure 9.17: Proportion of Births Attended by Skilled Health Personnel by LGA

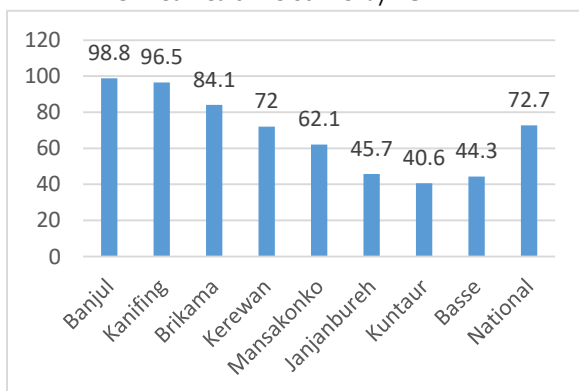


Figure 9.18: Contraceptive Prevalence Rate by LGA

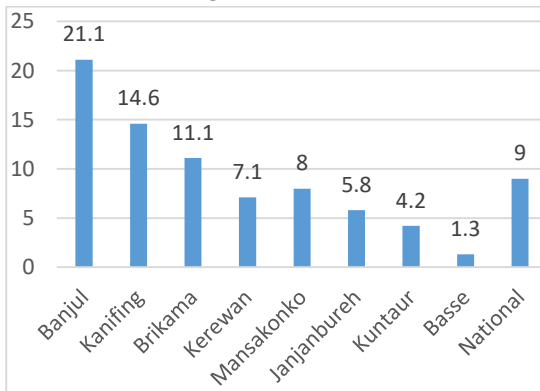
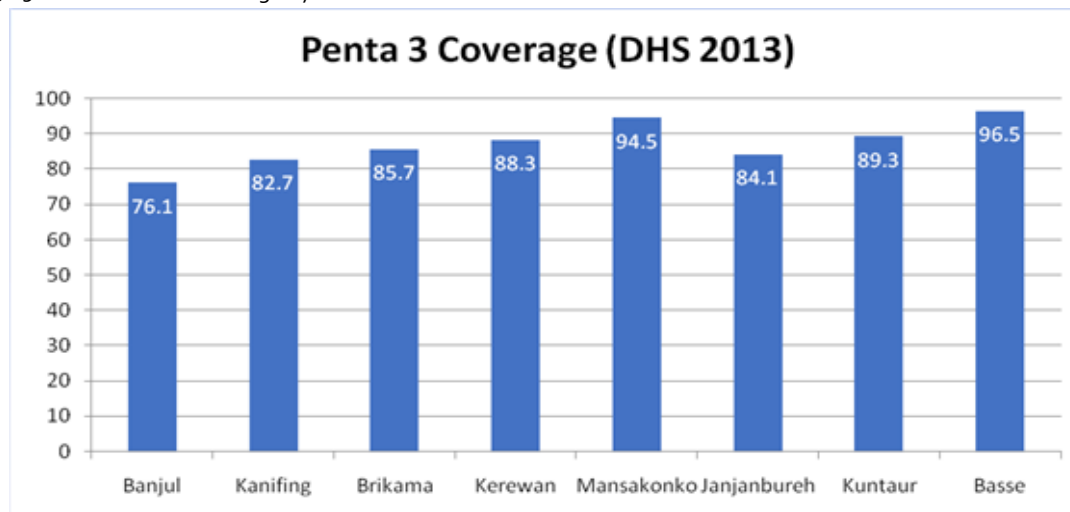




Figure 9.19: Immunization Coverage by LGA



#### 9.4 Labour and Employment

According to the 2015/16 IHS, the working age population was estimated at 79.4 per cent of the total population; the figures were higher for females (78.4 per cent) than males (76.4 per cent) and urban (79.7 per cent) as compared to rural (74.7 per cent).

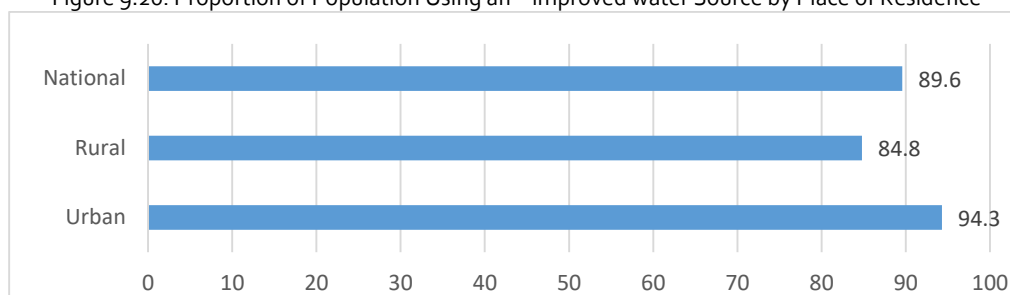
Among the working age population, 47.7 per cent is economically active. There is significantly higher figure for men (60.8 per cent) than women (44.1 per cent), although the latter has a higher proportion of working age population. Only 5 out of 10 of the working age population (51 per cent) are currently employed. There are proportionately more of these in rural as opposed to urban areas. Another critical dimension is youth whose data shows that across age groups; nearly 61.7 per cent (15-24 years) reported unemployed.

In terms of public policy, government must urgently tackle the twin problems of urban and youth unemployment. The high population concentration of Gambia's population in urban areas, the youthful age of the country's population combined with lowered employment rates of these two segments, means that government must tackle the growing challenge of urban and youth employment as an urgent priority

#### 9.5 Access to Basic Services and Household Assets

Provision of housing is of major concern in urban areas as only 46.5 per cent of these households live in their own homes as compared to 88.4 per cent in rural areas. Between 2010 and 2015/16, there was a substantial improvement in the proportion of households with access to piped water indoors or in the compound (47.6 per cent in 2015 up from 33.5 per cent in 2010). However, as the figure below shows, urban LGAs had much better access than their more rural counterparts.

Figure 9.20: Proportion of Population Using an improved water Source by Place of Residence



Similarly, there was a substantial rise in the proportion of households that used flush toilets from 2010 (20.3 per cent) to 2015 (28.2 per cent), with very significant improvements in sanitation in Kerewan and Kuntaur LGAs. But in general, improved sanitation facilities were less in rural LGAs.

Table 9.1: Proportion of Population Using an Improved Sanitation Facility

Banjul	Kanifing	Brikama	Kerewan	Mansakonko	Janjanbureh	Kuntaur	Basse
98.5	97.1	86.25	54.7	74.5	77.5	86	39.7

Some 52.2 per cent of households used electricity for lighting their homes in 2015, which represented a 16.1 per cent increase over 2010. However, access to electricity was much higher in Banjul (90.1 per cent) than other urban centres (73.6 per cent) and rural areas (14.2 per cent).

Figure 9.21: Proportion of Population with Access to Electricity by LGA

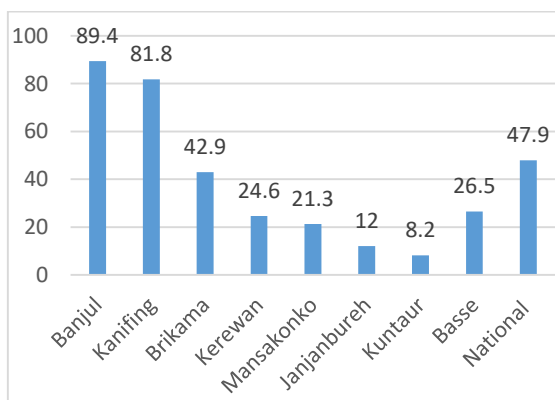
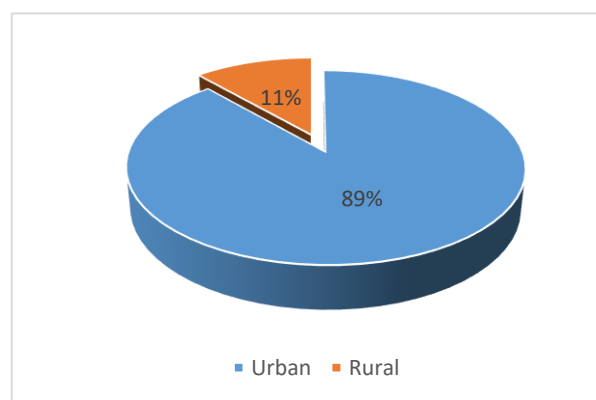


Figure 9.22: Pop with Access to Electricity by Place of Residence



Only 2 per cent of households use gas or electricity for cooking; 59.8 per cent used firewood and 31.7 per cent used charcoal. This has significant environmental consequences.

The IHS 2015/16 showed that in 2015, 93.2 per cent of households owned a mobile phone, and that in general, between 2010 and 2015, there was generally a significant improvement in ownership of assets by Gambian households. Distance to facilities is an indicator of the access of populations to basic services

and government efforts to locate them closer to where people live. According to the IHS 2015/16, nationally, the supply of drinking water, the primary school and all-season roads are the closest facilities to households; on average, these are located 1.3 km from households and are generally within 10-30 minutes walking distance from households, a factor which is significant as 80 per cent of communities walk to reach facilities. However, distances and time taken to reach facilities is much higher for poorer households.

## 9.6 Regional Profiles & Development Challenges

The preceding analysis of key socioeconomic indicators derived from the Integrated Household Survey (IHS) 2015/16 shows a dual socio-economic situation, whereby, there is a growing gap between an apparently affluent urban area with much higher access to basic services in education, health, water supply and sanitation, etc., as compared to the rural areas where poverty is increasing.

Annex 2 summarizes the key development challenges faced by the different LGAs of the country, which the development plan needs to address. Previous national development plans have not paid sufficient attention to this issue and a key implementation strategy is to ensure a regionalized approach to development to address the gaps in access to services between the different regions of the country.

## 9.7 Policy Implications

The findings presented in this chapter have significant policy implications for government, as it seeks to build an equitable and prosperous society and promote development after years of authoritarian rule.

- a) **A rapidly urbanizing country that requires an integrated approach to urban planning and management:** The findings confirm that the country is rapidly urbanizing with major population concentrations in three (Banjul, Kanifing and Brikama) out of the eight LGAs; combined they account for 55 per cent of the country's population. Thus, population density is nearly 5,000 people per km<sup>2</sup> (e.g. in Kanifing) as compared to 66 in Kuntaur. This trend is likely to accelerate in the coming decades. Urbanization in Gambia offers a tremendous opportunity as it represents the highest concentration of people, skills, capital and markets and urban areas can be centres of innovation and creativity needed to transform the country's economy. This however, requires decisive policy action to ensure that this potential does not turn into a liability. There is huge pressure on infrastructure, services, which coupled with the fragmentation of administrations (multiple jurisdictions), managing these areas, pose a major challenge in planning and delivery of services. Banjul, Kanifing and Brikama, which are predominantly urban, ought to be considered as one urban ecosystem and government must therefore urgently put in place appropriate institutional arrangements to ensure an integrated and comprehensive approach to urban planning and service delivery.
- b) **An agriculture-led rural development agenda has become an urgent necessity to address rural poverty:** it is clear from the data and analysis that poverty in the Gambia is increasingly becoming a rural phenomenon. Although only 42.2 per cent of the country's population is rural, as high as 60 per cent of the country's poor are found there. The contrast is great; Banjul has 10.8 per cent

of households below the poverty line, but this rises to 69.8 per cent for rural Gambia. As part of the strategy to address rural poverty, government must give priority to re-energizing and modernizing agriculture. This should be complemented by efforts to develop rural towns as “growth poles” with forward and backward linkages to agriculture, with adequate investments in infrastructures and incentives to attract the private sector, combined with skills building for rural youth

- c) **A growing gap in access to basic services between urban and rural Gambia that is reflective of failures in local governance and accountability:** For nearly all indicators of access to services – education, health, basic services – rural areas are poorly served. Although the growing rural poverty can be linked to the poor performance of the agriculture sector, the gap in services represents failures in local governance and accountability, which has resulted in Gambia’s rural population being systematically disadvantaged. Government needs to take decisive policy action to first stem and then reverse this trend. Government needs to adopt a regionalized approach to development and focus on ensuring the gaps in access to services are closed. Among the key measures needed is to adopt a regionalized approach to development planning and to consolidate and strengthen regional planning mechanisms. A close look/review of the mandate, functions and structures of the current Ministry of Local Government is called for to assess whether this Ministry is organized in a manner conducive to spearhead the regionalized approach to development proposed. Sector plans must also be guided by the imperative that ensures past practices, which resulted in rural Gambian communities being systematically disadvantaged are mitigated by equitable service delivery and access nationwide.
- d) **The importance of evidence and data for development policy and planning:** traditionally, national development plans of the country, except for poverty, have not treated regional differences, nor integrated them in the national plan. The analysis from this chapter clearly demonstrates the importance of such data for evidence-based policy and development planning. The Gambia therefore needs to strengthen this aspect in the context of the new plan.

## 9.8 Data for Development

The provision of reliable statistics is a critical enabling infrastructure for socio-economic development. It provides the basis for evidence-based decision making and for effective monitoring and evaluation of the government’s programmes and projects. Data production has been a very old phenomenon in The Gambia- being prepared for decades, although the processes, methodologies and the type of data have not changed significantly. Nonetheless, the demand for data has grown immensely over the years and has outpaced the shift in methodology, processes and capacity.

As part of the country’s PFM reforms, the Central Statistics Department was transformed into a semi-autonomous agency –The Gambia Bureau of Statistics (GBoS), which is the backbone for data production and management in the country. Furthermore, within the National Statistical System (NSS), MDAs are directly involved in the provision of statistical information. In response to the need for a holistic and

strategic approach to the mainstreaming of statistics in policy and planning, the National Strategy for the Development of Statistics (NSDS, 2007-2011) was developed and upon expiry replaced by the second generation NSDS II (2017-2021), which is being finalized. The NSDS II will be aligned with the National Development Plan (NDP) and will provide a platform for advocacy, stakeholder participation and an opportunity to mobilize resources to support national statistical development. Moreover, in line with the on-going data revolution in Africa, the development of the NSDS provides a comprehensive framework that would enable the development of a vibrant data ecosystem with easy access to quality and timely economic statistics, as well as a user-driven and disaggregated data for public good and inclusive development.” The strengthening of data development also enables effective and efficient tracking of national and globally agreed sustainable development goals.

The NSS has registered considerable progress since the transformation of Central Statistics Department (CSD) to GBoS in a number of areas. A major achievement relates to the existence of a legal operating framework (Statistics Act 2005) and improvements in statistical classifications/methodologies (Classification of Individual Consumption According to Purpose (COICOP), International Standard Industrial Classification (ISIC) Rev 4, Sampling Frames, improved data collection methodologies and new technology-based data collection). Capacity building has been conducted for members of the NSS on basic statistics and the use of statistical analysis tools, such as SPSS and Stata. In terms of data production, there has been timely conduct of the Population and Housing Census, which was greatly supported by government. Key household surveys (IHS, MICS, DHS, Malaria Indicator Survey (MIS), Labour Force Survey, Economic Census, Agricultural Census and National Agricultural Sample Survey (NASS, etc.) have been conducted on a more regular basis with increasing improvements in the quality of data collected and disseminated. In addition, CPI, GDP and External Trade, BOP, Monetary, Education, Health, Tourism, Transport statistics, have been regularly produced and made available to users for evidence-based policy and planning among others. The foregoing successes registered are because of strong collaboration with and support from The Gambia’s development partners.

Despite these improvements, the NSS still faces some key challenges, including the lack of explicit definition of the NSS coordination role of the GBoS within the Statistics Act of 2005. Beyond the weak coordination of the NSS, the proper identification of data producers and their activities in the data development process is also a challenge. There is inadequate harmonization of data collected by different sources in different formats, as well as an uneven coverage of data and lack of disaggregated data. In addition, the timeliness, accuracy, comparability, and relevance of data need to be improved, especially in respect to data generated out of the regulatory frame of GBoS. There is also a lack of data on key issues such as governance, human rights, peace, and security, which were taboo in the former Government. In The Gambia, data production highly depends on external resources for the implementation of major statistical operations. This dependence can be further attributed to insufficient local funding, inadequate statistical structures, and inadequate technical capacity in the field of statistics. Furthermore, data accessibility for useful consumption by the public is limited. There is also inadequate awareness about the importance of statistics, which leads to weak demand both at the national and decentralized levels. The optimal utilization of big data also continues to be an opportunity that is underutilized.

### **Box 9.3: Some challenges with respect to Data for Development**

- The demand for data has grown immensely over the years and has outpaced the shift in methodology, processes and capacity
- The lack of explicit definition of the NSS coordination role of the GBoS within the Statistics Act of 2005
- The timeliness, accuracy, comparability and relevance of data need to be improved, especially in respect to data generated out of the regulatory frame of GBoS
- There is also a lack of data on key issues, such as governance, human rights, peace and security, which were taboo in the former Government
- Data production highly depends on external resources for the implementation of major statistical operations
- Data accessibility for useful consumption by the public is limited
- The optimal utilization of big data also continues to be an opportunity that is underutilized

Considering the new political dispensation and its associated renewed commitment to good governance and socio-economic growth, there is a demand for data to drive this transformation. This creates an opportunity to revitalize statistical capacity, production, and management in The Gambia as well as “harness the power of statistics for national development”, in line with the NDP, the African Union’s Agenda 2063 and the Sustainable Development Goals (SDGs). Through statistical advocacy, the strengthened co-ordination of the NSS and the linkage between sector statistical systems and GBoS, the scope and relevance of statistics can be improved.

## **Annex 1: Compact on delivering good governance, accountable and exemplary leadership to the people of The GAMBIA**

1. We the Cabinet Ministers of The Republic of The Gambia held a retreat at the Coral Beach Hotel, Banjul, The Gambia from 5-7 May 2017. The objectives of the retreat were:
  - a) To position Collaborative Leadership and Dialogue as a core value among Gambian Leaders;
  - b) To create a platform where relationships of trust and communication between key leadership is strengthened to help restore social harmony;
  - c) To stimulate discussion and analysis of ways to achieve more effective and holistic strategies for inclusive processes that advance governance in the country;
  - d) To provide opportunity for participants to build a joint commitment to concrete actions that will enhance collaboration;
  - e) To lay the foundation for an Infrastructure for Peace and Social Cohesion; and
  - f) To collectively agree on key priorities of the government and refocus on ways forward.
2. We were addressed by His Excellency President Adama Barrow who commended the meeting for recognizing the importance of peace and reconciliation as an essential requirement for democratic stability and economic development. He urged us to strengthen the capacities of the Ministries we lead; create policies to ensure transparency and accountability of public officials; enhance youth employment; promote women's equality and empowerment; ensure judicious use of state resources; and to demonstrate high standards of integrity.
3. We were also addressed by H.E. Fatoumata Jallow Tambajang, the Minister for Women's Affairs and responsible for the Office of Vice-President; Dr. Ibrahim Assane Mayaki, former Prime Minister of Niger and currently CEO of NEPAD Agency; H.E. Dr. Mohamed Ibn Chambas, SRSG, UNOWAS; Dr. Abdoulaye Mar Dieye, Assistant Secretary-General and Director of the African Bureau of UNDP; and Dr. Fatima Denton, Director of the Special Initiative Division, UNECA.
4. We reviewed and discussed wide ranging topics including: the Gambia's National Development Plan (NDP) in the context of Africa's development agenda; and strengthening mutual trust and confidence among the different ministries to respond to the wishes and aspirations of all Gambians in achieving "One Gambia, One Nation, One People."
5. We pledge to perform our duties guided by the following principles:
  - i. Probity, accountability and transparency;
  - ii. Inclusivity;
  - iii. Justice and rule of law;
  - iv. Effective Civil Service delivery;
  - v. Patriotic Altruism;
  - vi. Togetherness;
  - vii. Resort to legal means for dispute resolution;
  - viii. Pragmatism;
  - ix. Openness to new ideas and criticism;

- x. Detribalization;
  - xi. Modesty in lifestyle; and
  - xii. Collaboration with regional, continental and international stakeholders.
6. We are individually and collectively committed to the great people of The Gambia, and will be guided by the Constitution and the laws of The Gambia.
  7. We pledge to accelerate the socio-economic development of The Gambia by prioritizing the following:
    - a. Accelerate economic revival and transformation underpinned by:
      - i. Strong economic management;
      - ii. Robust institutional development;
      - iii. Reinforce the enabling environment for the private sector, and domestic and foreign investment;
      - iv. Expand the industrial sector, trade and regional integration;
      - v. Redynamize the tourism and fisheries sectors; and
      - vi. Ensure effective land use planning and management.
    - b. Promote investments in infrastructure and energy;
    - c. Modernize and revitalize the agricultural sector and agribusiness, with the aim of achieving food security and rural development;
    - d. Promote youth development and employment;
    - e. Ensure the safety and security of all Gambians;
    - f. Provide health care and education systems.
    - g. Mobilize domestic and external resources to support development efforts.
    - h. Strengthen citizens' engagement in governance and development, with attention to gender equality and empowerment of women and youth;
    - i. Enhance rule of law and justice, and establish a Truth and Reconciliation Commission to promote social cohesion and durable peace; and
    - j. End The Gambia's isolation and strengthen its relationships with other countries in the sub-region, the continent and the rest of the world.
  8. We commit to the implementation of this Compact and will establish a monitoring and evaluation framework to track its progress.
  9. We thank the UNDP, UNOWAS and UNECA for sponsoring this Collaborative Leadership Retreat.

Done in Banjul, The Gambia, on 7<sup>th</sup> May 2017.



## Annex 2: Matrix on Goals, Outcomes, and Institutional Responsibilities for the National Development Plan (2018-2021)

### Strategic Priorities

Strategic Priority	Outcome(s)	Lead Institution/ Convener	Other Key Institutions
<b>Goal(s)</b>			
<b>9. Restoring good governance, respect for human rights, the rule of law, and empowering citizens through decentralization and local governance</b>			
a. To enhance and improve human rights, access to justice and good governance for all.	1.1 Enhanced good governance and freedom of expression  1.2 Improved access to quality justice services (including the Ombudsman and ADRS), without undue delay by an independent and efficient judiciary, Ombudsman and ADRS	MoJ  MoJ, Judiciary OMBUDSMAN	OP, All other Relevant Government Ministries and Institutions, UN Agencies, MOJ, MOFEA, OP, MOI, MOWCI, MOICI, PMO, MOLRG, GCCPC, PSC, National Assembly SSHFC, Ombudsman, NALA, ADRS, Department of Labour, Department of Social Welfare, UN Agencies and other Donor Partners, NGOs, OVP/Women’s Bureau, MEDIA,
	1.3 Human rights and democratic institutions established and strengthened	MoJ	OP, Centre for Civic Education, ACHPR, UNDP, UNICEF, other UN Agencies, US Embassy, EU, other Development Partners
b. To re-engineer the missions, structures, mind sets and culture of security institutions to make them more responsive, affordable, accountable and that can sustainably cater for the needs of The Gambia based on democratic norms and principles	c. A reformed security sector and establishment of civilian and democratic oversight mechanism guaranteed for non-recurrence of serious human rights violations by the security forces	Ministry of Defence/ Ministry of Interior	National Assembly, OP, TANGO, ECOWAS, UN, EU, Bilateral Governments, other development partners

d. To ensure fully empowered and functional local government structures that stimulate and respond to the demographic and economic trends of the Gambia	1.4 Effective and harmonized policy and regulatory frameworks for enhanced coordination of decentralization programmes	MoLRG	DPPH, DLS, DCD, DLG
	1.5 Strengthened human and institutional capacities for decentralization	MoLRG	DPPH, DLS, DCD, DLG
	1.6 Expanded revenue bases for councils supported by standardized financial management and accounting systems	MoLRG	DPPH, DLS, DCD, DLG
<b>2 Stabilizing our economy, stimulating growth, and transforming the economy</b>			
To enhance macroeconomic management for sustainable and inclusive economic growth and poverty reduction	2.1 Prudent fiscal management for debt sustainability and enhanced resource alignment	MoFEA	UNDP, IMF, WB, CBG, GBoS, GRA, OVP/Women’s Bureau,
	2.2 Transparent and accountable public financial management	MoFEA	UNDP, IMF, WB, CBG, GBoS, GRA, OVP/Women’s Bureau
	2.3 Sound monetary policies in place for price and exchange rate stability	CBG	MOFEA, UNDP, IMF, WB, GBoS, GRA, OVP/Women’s Bureau
	2.4 Well-governed and financially viable SoEs for enhanced macro-economic stability and service delivery	MoFEA	UNDP, IMF, WB, CBG, GBoS, GRA, OVP/Women’s Bureau
	2.5 Enhanced, independent and autonomous economic governance institutions for effective macro-economic management and stability	MoFEA	UNDP, IMF, WB, CBG, GBoS, GRA, OVP/Women’s Bureau
<b>3 Modernizing our agriculture and fisheries for sustained economic growth, food and nutritional security and poverty reduction</b>			

a. A modern, sustainable and market oriented agriculture and livestock sector for increased food and nutrition security, income and employment generation, poverty reduction and economic transformation	3.1 Consolidated Agriculture Sector Policy with appropriate sub-sector policies to create an enabling environment for a modern, market-led agriculture sector	MoA	Farmers Platform, NaLOA, GCCI, Justice, MoFEA, Livestock Dealers Associations, OVP/Women's Bureau
	3.2 Value chains enhanced for agriculture and livestock transformation	MoA	MoFEA (PPP), GLMA, NARI, GCCI, MoTIE, TGSB, FSQA, GIEPA, TANGO, NACOFAG, OVP/Women's Bureau
	3.3 Increased production of basic agricultural commodities (crops and livestock) for enhanced food and nutrition security	MoA	NARI, NaNA, MoLRG, DoF, MoECCNAR, NEA, NACOFAG
b. To promote a vibrant Fisheries and Aquaculture Sector through research, sustainable management and utilization of the fisheries resources that would enhance employment and livelihood opportunities, income and foreign exchange earnings, food, and nutrition security	3.4 Enhanced institutional and effectiveness for the fisheries sector	MoFWR&NAM	MoHERST, MoFEA, UTG, PMO, MoFA, MoECCNAR, MoWorks, Justice, Local Government Authorities
	3.5 Value chains improved for fisheries and efficiency aquaculture transformation	MoFWR&NAM	MoA, FSQA, MoECCNAR, MoHSW, GSB, Parks and Wildlife, NaNA, MoTIE, GIEPA, NEA, National Fisheries Platform, MoFEA, DoWR, NASCOM, Women's Bureau, EU, FAO
<b>4 Investing in our people through improved education and health services, and building a caring society</b>			
Quality health, education, and basic social services accessible and affordable to all and improved social and child protection systems in place for the most vulnerable	4.1 Enhanced access to quality and affordable early childhood education nationwide	MoBSE	UNICEF, UNESCO, WFP, GFE, WB, UNFPA, Women's Bureau, MoHSW
	4.2 Improved access and quality learning and relevant life and livelihood skills for all graduates, with special emphasis on STEM, Health, and Agriculture	MoBSE, MoHERST, NAQAA	UNICEF, UNESCO, WFP, GPE, WB, UNFPA, Women's Bureau, MoHSW, UTG, GTTI, MDI, Gambia College, UNDP, NGOs

4.3 Improved access to non-formal education and literacy programmes for out-of-school children, youth, and non-lettered adults	MoBSE, MoHERST, NAQAA	UNICEF, UNESCO, WFP, GPE, WB, UNFPA, Women's Bureau, MoHSW, GTTI, MDI, Gambia College, UNDP, NGOs
4.4 Strengthened quality health service delivery for reduction of maternal, newborn, infant, child and adolescent morbidity and mortality and improvement of adolescent and youth health	Reproductive and Child Health Unit (RCH) and Integrated Management of Neonatal and Childhood Illnesses (IMNCI)	UNFPA, WHO, UNICEF
4.5 Reduced burden of communicable and non-communicable diseases and enhanced capacity to respond to public health emergencies	Non Communicable Diseases (NCDs)Unit National Leprosy and Tuberculosis Program Unit (NLTP), National Malaria Control Program Unit(NMCP), National Aids Control Program (NACP) Unit, Health Financing Unit-DPI and Directorate of Health Research(DHR)	WHO, UNFPA,GLOBAL FUND

4.6 Improved, equitable access to safe and affordable water and sanitation, good hygiene practices, and environmental protection promoted for all	Dept. of Water Resources (DWR), Dept, of Community Development (DCD), MoH&SW & NEA	UNICEF, UNDP, WHO
4.7 Improved nutritional well-being of all Gambians, particularly mothers and children	NaNA, OVP	MoHSW, MoA, MoBSE, NGOs, CSOs, UN Agencies WB
4.8 The poor and most vulnerable benefit from social safety nets and social security as an integral part of a sustainable, affordable, and effective social and child protection systems	DoSW & Policy Analysis Unit/OP	MoFEA, MoBSE, MoTIE, MoA, MoHSW, NDAM, SSHFC, OVP, NAS, UN agencies, MOJ, Women's Bureau, TANGO, GFD, MOI ,CPA, MoICI, Child Fund, WB, NAS
4.9 Enhance inclusiveness and participation of persons with disabilities in the National Development Agenda	DoSW, PAU/OP, GFD	MoFEA, MoBSE, MoTIE, MoA, MoHSW, NDAM, SSHFC, OVP, NAS, UN agencies, MOJ, Women's Bureau, TANGO, GFD, MOI ,CPA, MoICI, Child Fund, WB, NAS

## 5 Building our infrastructure and restoring energy services to power our economy

Sustainable and improved energy, petroleum, and transport sectors for a revitalized economy and wellbeing

5.1 Improved policy and regulatory frameworks for sustainable energy and infrastructure	MoPE, Petroleum Commission and PURA	NAWEC, MoFEA, NEA, MoECCNAR, IPPs
5.2 Improved access to electricity and enhanced household energy security for sustainable economic development	MoPE& NAWEC	MoPE, PURA, MoFEA, IPPs, PPP, LGAs, NEA, MoECCNAR, GIEPA, IIPs, REAGAM, GREC

5.3 Petroleum resources and products developed for sustainable national development	Petroleum Commission, GNPC	MoPE, MoFEA, , NEA, MoECCNAR, GNPC, PURA, TSGB
5.4 Enhanced land, river, sea and air transport for affordability, accessibility, and competitiveness	MoTWI	GCAA, GIA, GTSC, GMA, NRA, MoFEA (PPP), OVP/Women's Bureau
5.5 Improved management and provision of public works infrastructure for enhanced socio-economic development	MoTWI	Dept. of Physical Planning, GFD, GSB, DLS, MoJ, MoHSW, OVP/Women's Bureau

## 6 Promoting an inclusive and culture-centred tourism for sustainable growth

A highly competitive and sustainable tourism industry that is people centred, celebrates our rich and diverse cultural heritage, and contributes to socio-economic development

6.1 Enhanced contribution of tourism for economic growth and employment opportunities	Gambia Tourism Board	MOTC, GTHI, GHA, TTAG, NCAC, GCAA, GIA, MOTWI, GPA, MOFEA, GBoS, UNDP,CBG,GID, MOLGL, NEA, Dep't Lands and surveys, Dep't Physical Planning, NRA, MOTRIE, GIEPA
6.2 Cultural assets integrated into the tourism industry and promoted	National Centre for Arts and Culture	MoTC, GTBoard, GTHI, AG's Chambers, CSG Board, UNESCO, UTG

## 7 Reaping the demographic dividend through an empowered youth

Secured sustainable livelihood for youths through skills development, decent work and excellence in sports

- 7.1 Gainful employment opportunities created and entrepreneurial skills developed for Gambian youth
- 7.2 Physical, mental, social wellbeing, sexual and reproductive health and rights are improved for young people, including persons with disabilities in the Gambia

7.3 Harmonized rights-based policies and improved coordination of programmes and interventions related to youth and sports

**7.4 Sports promoted and competencies developed for effective participation in national and international competitions for sporting excellence and glory**

**8 Making the private sector the engine of growth, transformation, and job creation**

To enhance the contributions of trade and the private sector to growth and employment

8.1 Upgraded policies, laws, and regulations, for efficient functioning of the labour market	MoTIE, Dept. of Labour	Workers' Union, SSHFC, DSW,
8.2 Promoted and facilitated trade, investment, and private sector development	MoTIE, GIEPA, GCCI	MoFEA, CBG, GRA, MoPE, Bankers' Association. GBoS
8.3 MSME and industrial growth enhanced	MoTIE, GIEPA	AGM, GCCI, Food Processors, TANGO, Bankers' Association
8.4 Enhanced skills for employment and employability	MoTIE	NAQAA, MoFEA, MoYS, Women's Bureau
8.5 The National quality infrastructure improved	MoTIE, TGSB	PURA, NEA, FSQA, Consumers' association

**Critical Enablers**

Critical Enabler  Goal(s)	Outcome(s)	Lead Institution/  Convener	Other Key Institutions
<b>9. A public sector that is efficient and responsive to the citizenry</b>			
Efficient and responsive public-sector institutions	9.1 Appropriately remunerated, motivated, and well managed public service	PMO	MoFEA, OP, MoJ, NAO, MoCI, OVP, National Assembly
<b>10. Empowering the Gambian Woman to realize her full potential</b>			
To promote gender equity, equality and empowerment of women and girls for sustained socio-economic development	10.1 Enhanced women’s economic empowerment and sustainable livelihoods	OVP & MoWA	WoB/NWC
	10.2 Increased representation and participation of women in decision-making	OVP & MoWA	WoB/NWC
	10.3 Gender-based violence reduced	OVP & MoWA	WoB/NWC
<b>11. Enhancing the role of the Gambian diaspora in national development</b>			
To expand, enhance and optimize the role of the diaspora in national development, as valued partners	Structured and facilitative approach to diaspora engagement		
	Leveraged diaspora remittances and investment		



	Protection of vulnerable migrants and facilitation of regular pathways		
	Active and enhanced participation in national policy and development practice		
<b>11 Promoting environmental sustainability, climate resilient communities and appropriate land use</b>			
To ensure that Gambia's environment and natural resources are sustainably managed and conserved to increase resilience for the benefit of all.	11.1 Environment and climate change-friendly policies, programmes and awareness strengthened at all levels for resilience	MoECCNAR	All MDAs, LGAs, AAITG, United Purpose, ADWAC, GCCI
	11.2 Emergency and disaster risk reduction and response strengthened at all levels	NDMA/OP	All MDAs, LGAs, AAITG, United Purpose, ADWAC, GCCI
	11.3 Natural resources sustainably managed and utilized	MoECCNAR (DoF, DPWM)	MoA, MoFWR, NEA, MoTC, CSOs, CBOs
	11.4 Strengthened policy environment and tools for appropriate land use planning and management	MoLRG	DPPH, DLS, DCD, DLG
<b>12 Making The Gambia a Digital Nation and creating a modern information society</b>			
To harness the benefits of ICT in all sectors of the economy for equitable development"	12.1 Enhanced ICT infrastructure and services for increased access to quality broadband services and solutions to support inclusive and sustainable development	oICI	GAMTEL/GAMCEL, GRTS, PURA, GSC, GAMPOST, IDB, World Bank MOFEA (PPP)
<b>13 A civil society that is engaged and is a valued partner in national development</b>			
An engaged civil society that is a valued partner in national development	13.1 Civil society positioned as a representative, dynamic and credible consortium	TANGO Gambia, CSOs, NGOs, NGOAA	Communities

13.2 Effective, relevant, and sustainable services delivered in a participatory way TANGO Gambia, CSOs, LGAs NGOAAs, Communities

13.3 Enhanced relationship maintained with government and other stakeholders TANGO Gambia, CSOs, NGOAA Ministries, Departments and Agencies

**14 Strengthening evidence-based policy, planning and decision-making**

To generate and disseminate credible development data for results based planning, implementation, monitoring and evaluation in a timely and cost effective manner

14.1 Statistical governance, coordination of the NSS and data quality enhanced GBoS All MDAs

14.2 Enhanced and sustained quality human resources, physical, ICT and statistical infrastructures GBoS MoFEA, WB, MOICI, UNDP, UNICEF,

14.3 Quality data produced, disseminated and adequately monitored and evaluated GBoS MoFEA

14.4 Sustainable funding and partnerships GBoS MoFEA, UNDP, WB, AfDB, WHO, WFP, FAO, ECOWAS

### Annex 3: Results Framework of the National Development Plan (2018-2021) of the Republic of The Gambia

- % of the population below the national poverty line
- % Rate of unemployment between the age brackets of 15-35 years
- A new constitution adopted and amended criminal code
- Electricity generation capacity to fully meet demand
- Macroeconomic stabilization, through reduced domestic borrowing to 1% of GDP
- Close the gap in services between urban and rural Gambia
- Boost productive sector – especially agriculture, fisheries and tourism
- Improvements in the quality of education
- Improvements in maternal and child health
- Security Sector Reform

Outcomes	Key indicators	Baselines 2017	Targets 2021	Means of verification	Risks and Assumptions
<b>Strategic Priority 1. Restoring good governance, respect for human rights, the rule of law, and empowering citizens through decentralization and local governance</b>					
Goal 1: To enhance and improve human rights, access to justice and good governance for all					
Goal 2: To re-engineer the missions, structures, mind-sets and culture of security institutions to make them more responsive, affordable, accountable and that can sustainably cater for the needs of The Gambia based on democratic norms and principles					
1. Enhanced good governance and freedom of expression	Existence of a revised constitution	No	Yes	Government Gazette	<b>Assumptions:</b> <ul style="list-style-type: none"> <li>• There is political will and stability</li> </ul>

	Rating in the Ibrahim Index for governance	46.6 score in 2016	50	Mo Ibrahim Index  Africa Peer Review Mechanism (APRM)	<ul style="list-style-type: none"> <li>• Citizens' expectations and willingness to participate</li> <li>• Availability of resources</li> </ul> <p><b>Risks:</b></p> <ul style="list-style-type: none"> <li>• The citizenry may not accept the changes</li> <li>• Political instability</li> </ul>
	Existence of an amended Criminal Code	No	Yes	Government Gazette	
	Existence of an amended Information and Communication Act	No	Yes	Government Gazette	
2. Human rights and democratic institutions established and strengthened	Existence of a fully functional National Human Rights Commission in conformity with international standards	No	Yes	Government Gazette	<p><b>Assumptions:</b></p> <ul style="list-style-type: none"> <li>• The political will and commitment</li> </ul> <p><b>Risk:</b></p> <ul style="list-style-type: none"> <li>• Limited autonomy of Human Rights Agencies</li> <li>• Cultural norms and values</li> </ul>
	Rate of compliance of The Gambia with its reporting	20%	100%	National Assembly Reports, UN	

	obligations under ratified human rights treaties			Special Procedure Reports	
	Establish an Anti-Corruption commission	No	Yes	Government Gazette	
	Rank in US DoS TIP report	Tier 2 watch list (2017)	Tier 1	US Dept of State TIP report	
	Existence of a Truth and Reconciliation Commission (TRC)	No	Yes	Government Gazette	
3. Improved access to quality justice services (including ADRS, NALA and Ombudsman) without undue delay by an independent and efficient judiciary	Existence of ADRS regional offices	3	5	National Assembly reports	Assumptions: <ul style="list-style-type: none"> <li>• Availability of effective, efficient and adequate Legal Aid</li> </ul> Risks: <ul style="list-style-type: none"> <li>• Limited access to Alternative Dispute Resolution Mechanisms</li> </ul>
	Existence of an amended Ombudsman ACT	No	Yes	Government Gazette	
	Number of new courts and tribunals	Supreme court: 1	Supreme court: 3	Court Registry/ Judicial Records	

		<p>Court of Appeal: 0</p> <p>High Court: 15</p> <p>Magistrate court: 17</p> <p>Cadi Courts: 1</p> <p>Specialized Courts: 0</p> <p>Tribunals: 0</p>	<p>Court of Appeal: 2</p> <p>High Court: 20</p> <p>Magistrate courts: 32</p> <p>Cadi Courts: 8</p> <p>Specialized Courts: 8</p> <p>Tribunals: 31</p>		
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	Proportion of local Judges and Magistrates	Judges: 52%  Magistrates: 92%	100%	Judiciary Payroll/ MoJ Payroll	
5. A reformed security sector and establishment of civilian and democratic oversight mechanism guaranteed for non-recurrence of serious human rights violations by the security forces	Availability security sector assessment report	No	Yes	Ministries of Interior/Defence Reports	<p>Assumptions:</p> <ul style="list-style-type: none"> <li>• Adequate resources</li> <li>• Readiness of security personnel to take up professional training</li> </ul> <p>Risks:</p> <ul style="list-style-type: none"> <li>• Retention of trained personnel</li> <li>• Political pressure in the operation of the security sector</li> <li>• Political instability/ emergencies in other countries within the region</li> </ul>
	Availability of an inclusive national security strategy	No	Yes	Ministries of Interior/Defence Reports	
	No. of regions reached with sensitisation messages of the SSR	0	7	SSR Reports	
	Existence of a comprehensive communication plan	No	Yes	SSR Reports	
	Proportion of strategic level personnel trained on management and decision making	0	100	SSR Reports	

6. Effective and harmonized policy and regulatory frameworks for enhanced coordination of decentralization programme	Availability of a national land policy	No	Yes	MoLRG Annual Report	<p>Assumptions:</p> <ul style="list-style-type: none"> <li>• Cooperation of all partners</li> <li>• Uninterrupted technical assistance from development partners</li> </ul> <p>Risks:</p> <ul style="list-style-type: none"> <li>• High turnover rate of responsible technical cadre</li> </ul>
	Availability of a Land Use plan	No	Yes	MoLRG Annual Report	
	Availability of a Cadastral map of the country	No	Yes	MoLRG Annual Report	
7. Strengthened human and institutional capacities for decentralization	Proportion of professional staff in total council/LGA staff	8	52		<p>Assumptions:</p> <ul style="list-style-type: none"> <li>• Fully implemented decentralization strategy</li> </ul> <p>Risks:</p> <ul style="list-style-type: none"> <li>• Loss of employment opportunities</li> </ul> <p>Resistance to devolution of power</p>
	Availability of strategic plans at all the LGAs	1	7		
	Number of VDCs, WDCs, SWDCs with implemented Action Plans	0	0		
8. Expanded revenue bases of councils supported by standardized financial management and accounting systems	Proportion of LGAs/Councils with independent control of their fiscal operations	0	100%	Directorate of Local Governance Reports	<p>Assumption:</p> <ul style="list-style-type: none"> <li>• Existence of the required capacity for independent financial management</li> <li>• Improved economic condition</li> <li>• Timely availability of annual subventions to Councils</li> </ul> <p>Risks:</p> <ul style="list-style-type: none"> <li>• Inadequate financial oversight mechanisms</li> <li>• Unmet needs</li> </ul>



					<ul style="list-style-type: none"> <li>Political pressure</li> </ul> Eroding tax base – GTB, GLMA, NRA
	Existence of a financial management systems at all LGAs	2	7	Directorate of Local Governance Reports	
	Availability of resource mobilization plan for each LGA	No	Yes	Directorate of Local Governance Reports	

**Strategic priority 2. Stabilizing our economy, stimulating growth, and transforming the economy**

**Goal:** To enhance macroeconomic management for sustainable, inclusive economic growth and poverty reduction

9. Prudent fiscal management for debt sustainability and enhanced resource alignment	Overall Deficit as % of GDP	9.8	3.0	Annual Budget and government financial statement	Assumptions: <ul style="list-style-type: none"> <li>Stable economic growth</li> <li>Fiscal Discipline</li> <li>Improved efficiency in tax administration and management</li> </ul>
		18.05	23.6	Annual Budget and Statement of Government	Risks

	Total Government Revenue as % of GDP			Operations(SGO )	<ul style="list-style-type: none"> <li>Economic shocks from erratic rainfall patterns</li> </ul>
	Net Domestic Borrowing as % of GDP	11.4	1	Annual Budget and government financial statement	
	Total public debt stock as % of GDP	120.3	87.1	Annual Budget and government financial statement/ Debt Sustainability Analysis	
	Domestic debt stock as % of GDP	67.9	45.1	Annual Budget and government financial statement	
10. Transparent and accountable public	Budget variance (aggregate outturns compared	40.95	0 (+-3%)	Annual Budget and government	Assumptions: <ul style="list-style-type: none"> <li>Capacity in budgeting and procurement</li> </ul>

financial management	to original approved budget)			financial statement	Risks: <ul style="list-style-type: none"> <li>• Economic shocks from erratic rainfall pattern</li> <li>• Global economic shocks</li> </ul>
	Procurement violations as % of total procurement	33.7	<=5%	Annual Budget and government financial statement	
	Use of competitive procurement methods (grade)	D (2014)	B	PEFA Report	
11. Sound monetary policies in place for price and exchange rate stability	Price Stability measured by CPI	7.1%	<=5%	GBoS	Assumptions: <ul style="list-style-type: none"> <li>• CBG operational independence</li> <li>• Continued existence of flexible exchange rate regime</li> </ul> Risks: <ul style="list-style-type: none"> <li>• Global economic shocks</li> <li>• Economic shocks due to erratic rainfall pattern</li> </ul>
	Existence of CBG Act	Yes	No	CBG	
12. Well-governed and financially viable SOEs for enhanced macroeconomic	Existence of an Updated SOE/PE Act	No	Yes	Government Gazette	Assumptions:

stability and service delivery	Availability of Fiscal risk assessment reports	No	Yes		<ul style="list-style-type: none"> <li>Political buy-in and commitment to implement the reform agenda at a comprehensive level</li> </ul> Risks: <ul style="list-style-type: none"> <li>Unstable macro-economy due to increased debt (fiscal risk)</li> <li>Non Compliance</li> <li>Inefficiency in delivery of public services</li> </ul>
	No. of yearly financial statements	0	13		

**Strategic Priority 3: Modernizing our agriculture and fisheries for sustained economic growth, food and nutritional security and poverty reduction**

**Goal 1.:** A modern, sustainable and market oriented agriculture and livestock sector for increased food and nutrition security, income and employment generation, poverty reduction and economic transformation

**Goal 2:** To promote a vibrant fisheries and aquaculture sector through research, sustainable management and utilization of the fisheries resources to enhance Employment and livelihood opportunities, income and foreign exchange earnings, food and nutrition security.

Modern and market led agricultural Sector Policy with appropriate sub-sector policies.	Proportion of sub-sectors with costed strategic plans	<b>20</b>	100 <sup>67</sup>	Sector Annual Report	<b>Assumptions:</b> <ul style="list-style-type: none"> <li>Sustained government and donor commitment to agriculture sector reforms</li> </ul> <b>Risks:</b> <ul style="list-style-type: none"> <li>Conflicting roles in the sectors</li> </ul>
	Existence of an animal health Act	<b>No</b>	<b>Yes</b>	Government Gazette	
	Existence of Phytosanitary Act	<b>No</b>	<b>Yes</b>	Government Gazette	

<sup>67</sup> Crops, livestock, agricultural research, value addition and Agric business

13. Value chains enhanced for Agriculture and Livestock Transformation	Volume of agro-processed products by type (000' Mt)	Fruits =127 Veg. = 34 Rice = 69  Livestock -Dairy =0.811 -Honey =5	Fruits =162 Veg. = 50 Rice = 122  Livestock -Dairy = 30 -Honey = 6.5	National Agricultural Sample Survey	<b>Assumptions:</b> <ul style="list-style-type: none"> <li>Government continues to provide the enabling environment for private sector participation in the agriculture sector</li> <li>Private sector buys into government led initiatives to commercialize agriculture.</li> </ul> <b>Risks:</b> <ul style="list-style-type: none"> <li>Natural environment disasters</li> <li>Unfavourable trade policies</li> </ul>
	% of post-harvest losses in major crops (cereal)	30%	20%	GANAD	
14. Increased production of basic agricultural commodities for enhanced food and nutrition security	Volume of total production by commodity <sup>68</sup> (000' Mt)	-Rice =69 -Maize =38 -Groundnut =89	-Rice =122 -Maize =43 Groundnut =100	NASS	<b>Assumptions:</b> <ul style="list-style-type: none"> <li>Continuous commitment of government and donors to priority interventions for food self-sufficiency.</li> </ul>

<sup>68</sup> SGD aligned

		-Onion =6 -Tomato =4	-Onion =19 -Tomato =15		<b>Risks:</b>  <ul style="list-style-type: none"> <li>• Climate and climate change effects</li> </ul>
	change in yield/ha disaggregated by commodity(000' Mt)	-Rice =2.4 -Maize =1.08  -Groundnut =0.98  -Onion =5 -Tomato =7	-Rice =3.5 -Maize =2 -Groundnut =1.2  -Onion =7 -Tomato =10	NASS	
15. Increased livestock production for food self-sufficiency in	Volume of total production by	-Sheep =449 -Goat =988 -Pigs =1166	-Sheep =750 -Goat =1600	GANAD	<b>Assumptions:</b>  <ul style="list-style-type: none"> <li>• Availability of Veterinary services.</li> </ul>

animal and animal products	commodity <sup>69</sup> (000' Mt)	-Poultry (Local =1282	-Pigs =1400 -Poultry (Local =2350		<ul style="list-style-type: none"> <li>Government ability to respond to outbreak of endemic/TADs diseases.</li> </ul>
	Average milk production per/annum (000' Mt)	25,882	28,470	GANAD	<ul style="list-style-type: none"> <li>Willingness of livestock owners to adopt sustainable livestock management practices</li> </ul>
	Quantity of eggs produced per/annum (000'Mt)	675	1,148	GANAD	<p><b>Risks:</b></p> <ul style="list-style-type: none"> <li>Outbreaks of TADs and Endemic Climate change impact</li> </ul>
16. Enhanced Institutional efficiency and effectiveness in the fisheries sector	Availability of a revised fisheries and policy, Act and regulations	No	Yes	Fisheries Annual progress Reports	<p><b>Assumptions:</b></p> <ul style="list-style-type: none"> <li>Adequate resources in place</li> <li>Enforcement of fishing licences and regulations</li> </ul>
	Fisheries as a Percentage of GDP	6.4%	15%	National Budget Estimates	<p><b>Risks:</b></p> <ul style="list-style-type: none"> <li>Inadequate comparative advantage in bilateral agreements</li> <li>Inadequate surveillance</li> </ul>

<sup>69</sup> SGD aligned

17. Improved value chain for fisheries and aqua culture transformation	Total production of Fish resources	53,719 tons	75,000 tons	Fisheries Department report	<b>Assumptions:</b> <ul style="list-style-type: none"> <li>• Adequate fish processing plants</li> <li>• Active participation of indigenous actors in the fisheries <b>sector</b></li> </ul>
	Budget allocation to Aqua culture development	D2,000,000	D10,000,000	National Budget estimates	<b>Risks:</b> <ul style="list-style-type: none"> <li>• Inadequate inputs for aqua culture development</li> <li>• Supply imbalance between fish meal plants and human consumption</li> </ul>

**Strategic Priority 4: investing in our people through improved education and health services, and building a caring society**

**Goal:** Quality health, education and basic social services accessible and affordable to all and improved social and child protection system in place for the most vulnerable

18. Enhanced access to quality and affordable early childhood education nationwide	Proportion of ECD permanent structures meeting the minimum standards	57.5% (2017)	62.5%	EMIS	<b>Assumptions:</b> <ul style="list-style-type: none"> <li>• Resource availability</li> <li>• Prioritisation of ECD in national agenda</li> </ul> <b>Risks:</b> <ul style="list-style-type: none"> <li>• Attrition</li> <li>• Posting Apathy</li> </ul>
	Gross enrolment Rate by gender	Boys 45.2%	Boys 50.2%	EMIS	
		Girls 47.9%	Girls 52.9%		



	% of trained ECD teachers ( Public)	73%	85%	EMIS	
	% of pupils in grade 1 with ECD experience	62%	75%	EMIS	
19. Improved quality learning and relevant life and livelihoods skills	Gross Enrolment rate	LBS (National 108.6%)  Boys 105.4%  Girl 111.8%  UBS (National 67.4%)  Boys 65.0%	LBS (National 117%)  Boys 114  Girl 116%  UBS (National 84%)	EMIS	<p><b>Assumptions:</b></p> <ul style="list-style-type: none"> <li>• Resource availability</li> <li>• Sound policies and M &amp; E systems in place</li> <li>• Political commitment</li> </ul> <p><b>Risks:</b></p> <ul style="list-style-type: none"> <li>• Brain-drain</li> <li>• Donor fatigue</li> <li>• Apathy against TVET</li> </ul>

		Girl 69.7%  SSS (National 45.9%)  Boys 44.5%  Girl 47.1%	Boys 73%  Girl 76%  SSS (National 46%)  Boys 46%  Girl 46%		
	Completion Rate	LBS (National 78.7%)  Boys 77.4%	LBS (National 97%)  Boys 95%	EMIS	

		Girl 80.0%	Girl 97%		
		UBS (National 58.9%)	UBS (National 79%		
		Boys 57.5%	Boys 65%		
		Girl 60.2%	Girl 68%		
		SSS (National 37.7%)	SSS (National 41%)		
		Boys 37.7%	Boys 41%		
			Girl 41 %		

		Girl 37.7%			
	NAT competency rate by Level	<b>NAT 3 - 2016</b>		English 59%	EMIS
		English 54%		Mathem atics 50%	
		Mathem atics 45.8%		English 60%	
		<b>NAT 5- 2016</b>		Mathem atics 54%	
		English 55.4%		Science 53%	

		Mathematics 49.7%	English 55%		
		Science 48.9%	Mathematics 43% Science 46 %		
		<b>NAT 8 - 2016</b>			
		English 50.3%			
		Mathematics 38.9%			

		Science 41.7%			
	GABECE pass rate	<b>GABECE 2016</b> (National 19%)	24%	EMIS	
	GABECE Percentage of students with 4 credits	<b>GABECE 2016</b> <b>National 5%</b>	7%		

	including Mathematics and English.				
	WASSCE Percentage students with 5 credits including English and Mathematics	(National 4%)  Boys 5%  Girls 3%	6%	EMIS	
	Gross enrolment rates in post-secondary (19-25 year olds)	9.7%  (F: 8.5%; M: 11.0%)	11%	MoHERST Database; Census	
	Percentage of graduates as proportion of total gross enrolment by levels	Higher education: 14  Tertiary: 43.4%	Higher education: 30  Tertiary: 50%	MoHERST Database	

		Non-tertiary 42.7%	Non-tertiary 20%		
	Number of graduates in STEM, Health and Agriculture	AGRICULTURE MSc: 0 PhD: 0 STEM MSc: 0 PhD: 0 HEALTH MSc: 0 PhD: 0	<b>AGRICULTURE</b> MSc: 50 PhD: 10 <b>STEM</b> MSc: 140 PhD: 32 <b>HEALTH</b> MSc: 40 PhD: 10	MoHERST Database	
	Proportion of post-secondary institutions accredited	0	<b>90%</b>	NAQAA Database	



20. Improved access to non-formal education and literacy programmes for out of school children, youth and non-lettered adults	Adult literacy rates by gender	National 55.1  Males; 65.9  Females 45.0		Census, IHS	<p><b>Assumptions:</b></p> <ul style="list-style-type: none"> <li>▪ Resource availability</li> <li>▪ Sound policies and M &amp; E systems in place</li> </ul> <p><b>Risks:</b></p> <ul style="list-style-type: none"> <li>▪ Back-way syndrome</li> <li>▪ Perception on non-formal and cultural issues</li> </ul>
21. Strengthened quality health service delivery for reduction of maternal, new-born and adolescent morbidity and mortality	Maternal mortality ratio	433/100 000(DHS 2013)	315/100 000	Surveys	<p><b><u>ASSUMPTIONS</u></b></p> <ul style="list-style-type: none"> <li>▪ Availability of resources and proper coordination</li> <li>▪ Strong political commitment</li> </ul> <p><b><u>RISKS</u></b></p> <ul style="list-style-type: none"> <li>▪ Increase in disease burden especially in NCDs</li> <li>▪ Donor fatigue</li> <li>▪ Low political commitment</li> </ul>
	Proportion of births attended by skilled health personnel	57.2%(DHS 2013)  Urban: 75.3 %  Rural: 40.6 %	80%	Surveys	

	Under-five mortality rate	54/1000(DHS 2013)	44/1000	Surveys	
	Neonatal mortality rate	22/1000(DHS 2013)	15/1000	Surveys	
22. Reduced burden of communicable and non-communicable diseases and enhanced capacity to respond to public health emergencies	Mortality rate attributed to cardiovascular disease, cancer, diabetes or chronic respiratory disease	1,147	1,000	National Health strategic Plan	<p><b><u>ASSUMPTIONS</u></b></p> <ul style="list-style-type: none"> <li>▪ Availability of resources and proper coordination</li> <li>▪ Strong political commitment</li> </ul> <p><b><u>RISKS</u></b></p> <ul style="list-style-type: none"> <li>▪ Increase in disease burden especially in NCDs</li> <li>▪ Donor fatigue</li> <li>▪ Low political commitment</li> </ul>
	HIV and Aids prevalence general population age 15-49	1.9	1%	DHS	
	% of eligible population with HIV having access to ARV	86%(DHS 2013)	100	Surveys	
23. Improved equitable access to safe and affordable water	% of population with access to safe drinking water	89.6% (DHS 2013)	100%	MICS/DHS	<p><b><u>ASSUMPTIONS</u></b></p> <ul style="list-style-type: none"> <li>▪ Availability of resources</li> <li>▪ Strong political commitment</li> </ul>

and sanitation, good hygiene practices and environmental protection promoted for all		Urban: 95.3%			<p><b><u>RISKS</u></b></p> <ul style="list-style-type: none"> <li>▪ Donor fatigue</li> <li>▪ High population growth/density</li> <li>▪ Lapse in law enforcement for environmental regulations</li> </ul>
	% of population with access to improved sanitation facilities	39.8% (DHS 2013)	75%	MICS/DHS	
		Urban: 50.4%			
	% of household using soap and water for hand washing	Urban: 66%	Urban: 80%	DHS	
		Rural: 26%	Rural: 50%		
24. Improved nutritional well-being for all Gambians	Prevalence of underweight among children under 5	21.6%	8.5%	Surveys	<p><b><u>ASSUMPTIONS</u></b></p> <ul style="list-style-type: none"> <li>▪ Availability of resources</li> <li>▪ Strong political commitment</li> </ul>

particularly mothers and children	Prevalence of stunting among children under 5	22.9%	12.5%	Surveys	<p><b><u>RISKS</u></b></p> <ul style="list-style-type: none"> <li>▪ Donor fatigue</li> <li>▪ Low political commitment</li> <li>▪ Food insecurity due to insufficient rain</li> <li>▪ High population growth</li> <li>▪ Gender disparity in land acquisition</li> </ul>
	Prevalence of wasting among children under 5	10.3%	5.0%	Surveys	
	Pregnant women with anaemia	67.9% (DHS 2013)	40%	Surveys	
	Prevalence of underweight Non-pregnant women	17.7% (DHS 2013)  Urban: 13.4%  Rural:21.4 %	10%	Surveys	
	% of the population who are food insecure	37.2% (CFSVA 2016)	20%	Comprehensive food security and vulnerability Assessment	

25. The poor and most vulnerable benefit from improved social safety nets and social security	Proportion of children whose births are registered in the first year	35.3% (MICS 2010)	50%	MICS/DHS	<p><b>Assumptions</b></p> <ul style="list-style-type: none"> <li>• High donor interest</li> <li>• Strong political Commitments</li> </ul> <p><b>Risks</b></p> <ul style="list-style-type: none"> <li>• Limited donor funding available</li> <li>• Limited resources</li> <li>• Limited coordination mechanisms</li> </ul>
	Proportion of children under 5 whose births are registered	72% (DHS 2013)  Urban: 71.7%  Rural: 72.2%	90%	DHS	
	Proportion of beneficiaries under the safety nets programme	25%	80%	Beneficiary assessment and surveys	
	Existence of a social health insurance scheme	No	Yes	DSW Annual reports	
26. Enhanced Inclusiveness and participation of	Number of representatives for persons with	1	3	National Assemble report	

persons with disabilities in the National Development Agenda	disabilities in the national assembly				
	Number of special schools	3 Urban 1 rural	4 Urban 3 Rural	MoBSE reports	
	Existence of a loan revolving fund	No	Yes	Dept. of social welfare reports	
	Number of rehabilitation services facilities	1	3	Dept. of social welfare reports	
27. Highly-skilled and well-motivated human resources available and retained for the health sector	Health worker density	1.03/100 0 (MoHSW 2014/15)	2.25/10 00	Routine HRH Quarterly reports	
	Proportion of social welfare officers per capita	3/30,000	5/20,000	Nominal roll/Human resource report	
28. The child protection system in the Gambia strengthened to respond and reduce violence, abuse and	Existence of a child labour policy	No	yes	DSW annual reports	
	Prevalence rates of FGM/C	76	66	Surveys	
	Existence of child protection	No	yes	DSW annual reports	

exploitation of children	coordination mechanisms				
	Prevalence rates of child marriage	46	36	Surveys	
<b>Strategic priority 5: Building our infrastructure and restoring energy services to power our economy ( Energy, Transport and public works)</b>					
<b>Goal:</b> Sustained and improved energy, petroleum, and transport sectors for a revitalized economy and wellbeing					
29. Improved policy and regulatory frameworks and enhanced capacities for sustainable energy and petroleum infrastructure	Availability of national energy and petroleum policy	No	Yes	Ministry of Petroleum & Energy annual report	<b>Assumption:</b> <ul style="list-style-type: none"> <li>• Willingness to enforce regulatory framework</li> <li>• Adequate capacity in implementation</li> </ul> <b>Risk:</b> <ul style="list-style-type: none"> <li>• Limited time to develop regulatory framework</li> <li>• Limited resources for M &amp; E</li> </ul>
	Existences of revised tariffs	No	Yes	PURA annual report	
	Number of regulations for downstream operations	3	7	Cabinet Papers and MoPE annual progress report	
30. Improved access to electricity and enhanced household energy security for	% of population with access to electricity	40%	60%	NAWEC Annual Report  GBOS/ HS	<b>Assumption:</b> <ul style="list-style-type: none"> <li>• There is adequate investment</li> <li>• Adequate finance and human resources</li> </ul>

sustainable socio-economic development	Number Amount of installed electricity capacity in MW	102	250	NAWEC Annual Report	<ul style="list-style-type: none"> <li>• Increase in IPPs participation in electricity generation</li> <li>• OMVG and WAPP intervention in place</li> </ul> <b>Risk:</b> <ul style="list-style-type: none"> <li>• Mismanagement of resources</li> <li>• High defaulter rates ( consumer)</li> </ul>
	% of electricity losses	25%	17%	NAWEC Annual Report	
	Share of renewable energy in total electricity generation	<2%	40%	SE4ALL action agenda  NREAP	



31. Petroleum resources and products developed for sustainable national development	Existence of a National petroleum laboratory	No	Yes	MoPE annual reports	<b>Assumptions:</b> <ul style="list-style-type: none"> <li>• Adequate resources</li> <li>• Favourable global outlook for petroleum products</li> </ul> <b>Risks:</b> <ul style="list-style-type: none"> <li>• Inadequate geophysical data</li> <li>• Unstable oil prices</li> </ul>
	Existence of a refinery and storage Facility	No	Yes	MoPE annual reports	
32. Enhanced land, river, sea and air transport for affordability, accessibility and competitiveness	Completion rate of 250 km of reconstructed urban roads in GBA area	0	100%	NRA reports	<b>Assumptions:</b> <ul style="list-style-type: none"> <li>• Adequate resources</li> <li>• Services provided are competitive and safe</li> </ul>
	Completion rate of 514 Kms of Rural feeder roads	0	100%	NRA / MoTWI reports	
	Existence of a dual carriageway from sting corner to Airport junction	No	Yes	NRA/MoTWI reports	

	Existence of a bypass from Sting corner to Abuko	No	Yes	NRA/MoTWI reports	<b>Risks:</b> <ul style="list-style-type: none"> <li>• Slow economic performance</li> </ul>
	Completion rate of enhanced physical structure at Banjul Port (expansion)	0	100%	GPA/MoTWI	
	Existence of a dry port in Basse	No	Yes	GPA/MoTWI reports	
	Existence of a revitalized River Transport system	No	Yes	GPA/MoTWI reports	
	Operational capacity of air transport facilities in BIA	326,757	500,000	BIA reports	
33. Improved management and provision of public works infrastructure for enhanced socio-economic development	No of new roads and bridges constructed	0	3 bridges 3 roads	MoTWI reports	<b>Assumptions</b> <ul style="list-style-type: none"> <li>• Adequate resources</li> <li>• Sector is prioritised in development agenda</li> </ul> <b>Risks:</b> <ul style="list-style-type: none"> <li>• Poor implementation of regulations</li> </ul>
	Existence of a national public buildings and facilities policy	No	Yes	MoTWI reports	

	Existence of an updated National Transport Policy	No	Yes	MoTWI reports	
<b>Goal: A highly competitive and sustainable tourism industry that is people centred, celebrates our rich and diverse cultural heritage, and contributes to socio-economic development</b>					
34. Enhanced contribution of tourism to economic growth and employment opportunities	Tourism value added as a proportion of GDP	≥16 %	25%	GBoS/GTBoard	<b>Assumptions:</b> <ul style="list-style-type: none"> <li>• Tourist season is extended to 10 months</li> <li>• Adequate and upgraded tourism infrastructure</li> </ul> <b>Risks:</b> <ul style="list-style-type: none"> <li>• Global economic shocks</li> <li>• Impact of crisis situations</li> </ul>
	Number of Tourist arrivals by source markets	161,127	350,000	GTBoard	
	Direct employment for Gambians	35,000	70,000	GTBoard	
	Foreign exchange earnings	\$85 million	\$170million	CBG/GTBoard	
35. Cultural assets integrated into the tourism	Amount of funds allocated to promotion of culture	D4.2million	D10million	National Budget estimates	<b>Assumptions:</b> <ul style="list-style-type: none"> <li>• Adequate resources</li> <li>• Interest of the indigenous industry</li> </ul>

industry and promoted					<p><b>Risks:</b></p> <ul style="list-style-type: none"> <li>• State of the tangible assets due to environmental hazards</li> <li>• Diluted cultural practices</li> <li>•</li> </ul>
<p><b>Strategic Priority 7: Reaping the demographic dividend through an empowered youth</b></p>					
<p><b>Goal 1: Secured sustainable livelihood for youths through skills development, descent work and excellence in sports.</b></p>					
36. Harmonized rights based policies, legislations and regulatory frameworks for youth empowerment and sports development.	Availability of revised National Youth policy and Act	No	Yes	MoYS annual reports	<p><b>Assumptions:</b></p> <ul style="list-style-type: none"> <li>• Active participation by all stakeholders</li> <li>• The National assembly enact the legal frameworks</li> </ul> <p><b>Risks:</b></p> <ul style="list-style-type: none"> <li>• Not having the support of the politicians</li> </ul>
	Availability of revised National Sports Policies and Act	No	Yes	MoYS annual report	
	Existence of regulatory standards for Youth organisations and facilities	No	Yes	MoYS annual report	

	Existence of regulatory standard for sports organisations and facilities	No	Yes	MoYS annual report	
37. Increased employment opportunities and enhanced entrepreneurial skills.	Existence of a youth development fund	No	Yes	MoYS Annual report	<b>Assumptions:</b> <ul style="list-style-type: none"> <li>• <b>Willingness to be trained</b></li> <li>• <b>Resources are available</b></li> </ul> <b>Risk</b> <ul style="list-style-type: none"> <li>• <b>Irregular migration</b></li> <li>• <b>Cultural negative biases against skills training and work</b></li> </ul>
	Existence of an inclusive entrepreneurship programme	No	Yes	MoYS Annual report	
	Number of youth friendly centres	3	7	MoYS Annual report	
38. Mental, physical and social wellbeing, sexual reproductive health and rights improved for all	Availability of health services in youth friendly centres	No	Yes	MoYS Annual report	<b>Assumptions:</b> <ul style="list-style-type: none"> <li>• <b>There is collaboration with the Ministry of Health</b></li> </ul> <b>Risk</b> <ul style="list-style-type: none"> <li>• <b>Substance abuse</b></li> </ul>
	Proportion of youths accessing reproductive health services	0	50%	MoYS Annual report	
39. Sports promoted and competences developed for effective participation in national and	Number of sports academies established	0	2	MoYS Annual report	<b>Assumptions:</b> <ul style="list-style-type: none"> <li>• <b>Adequate motivation package</b></li> <li>• <b>Commitment and will of all stakeholders</b></li> </ul>
	Existence of a Sports Department at UTG	No	Yes	MoYS Annual report	

international competitions.	Existence of a multi-purpose indoor sports facility	No	yes	MoYS Annual report	<b>Risks:</b> <ul style="list-style-type: none"> <li>• Not meeting expectations for glory</li> <li>• High turnover rate of trained athletes, coaches and administrators</li> </ul>
<b>Strategic Priority 8: Making our private sector the engine of growth, transformation, and job creation</b>					
<b>Goal: To enhance the contributions of trade and private sector to growth and employment</b>					
40. Upgraded policies, laws, regulations for efficient functioning of the labour market	Availability of an updated National Employment Policy and Action Plan (NEAP)	NO	YES	MOTIE Annual Report	<b>Assumptions</b> <ul style="list-style-type: none"> <li>• Reliable, timely and accessible source of information</li> <li>• Stakeholders are committed</li> </ul>
	Availability of revised Labour Act and regulation	NO	YES	MOTIE Annual Report	<b>Risk</b> <ul style="list-style-type: none"> <li>• Insufficient infrastructure (ICT, Energy, etc.)</li> <li>• Inadequate resources</li> </ul>
	Number of updates in the Labour Market Information System	0	8	MOTIE Annual Report	
41. Promoted and facilitated trade, investment and	Total exports as a percentage of GDP	9.4% (2015)	17%	GBoS	<b>Assumptions</b> <ul style="list-style-type: none"> <li>• Favourable investment climate</li> </ul>

private sector development	Area of land utilized out of the total land reserved for investment	4.4 Hectares	164 Hectares	GIEPA	<b>Risk</b> <ul style="list-style-type: none"> <li>Conflicts arising from land tenure system</li> <li>Political instability</li> </ul>
	Foreign Direct Investment as a percentage of GDP	2.4% (2014)	5%	MOFEA	
	Number of regions with reserved land for investment	1	6 regions	GIEPA	
42. MSME and industrial growth enhanced.	Proportion of MSME's contribution to employment	62% (MSME mapping 2013)	75%	GIEPA	<b>Assumptions</b> <ul style="list-style-type: none"> <li>Enabling business environment</li> <li>Affordable financing and energy</li> </ul> <b>Risk</b> <ul style="list-style-type: none"> <li>Economic and political instability</li> <li>Dumping in traded goods</li> </ul>
	MSME contribution to GDP	20%	30%	MSME Mapping study	
	Manufacturing contribution to GDP	5% (2016)	7%	GBoS	
43. Enhanced employment and employability	Unemployment rate	29% (2012)	20%	GBoS	<b>Assumptions</b> <ul style="list-style-type: none"> <li>Conducive and enabling environment</li> <li>Education curriculum incorporates livelihood and life-skills</li> </ul> <b>Risk</b>
	Youth unemployment	38% (2012)	30%	GBoS	

					<ul style="list-style-type: none"> <li>• <b>Effects of technology</b></li> </ul>
44. The national Quality Infrastructure improved	Number of standards published	33	400	TGSB/MOTIE	<b>Assumptions</b> <ul style="list-style-type: none"> <li>• <b>Adequate resources</b></li> </ul> <b>Risk</b> <ul style="list-style-type: none"> <li>• <b>Retention of trained staff</b></li> </ul>
	Number of accredited testing laboratories established	0	4	TGSB/MOTIE	
	Existence of certification service for products and management system established	NO	yes	TGSB/MOTIE	
	Existence of an accredited national calibration laboratory	NO	YES	TGSB/MOTIE	



**Critical Enabler 1: A public sector that is efficient and responsive to the citizenry**

**Goal: Efficient and responsive public sector institutions**

45. Appropriately remunerated, motivated and well-managed public service	% increase in salaries and pensions payment	0	5%	MoFEA Budgets and Financial Statement	<b>Assumptions:</b> <ul style="list-style-type: none"> <li>• Commitment to the zero growth and civil service reform programme policies</li> <li>• Leadership commitment</li> </ul> <b>Risks:</b> <ul style="list-style-type: none"> <li>• High turnover and retention rates</li> <li>• Poor work practises</li> </ul>
	Number of MDAs inspected (staff inspection exercises)	0	18	PMO personnel audits	
	Number of staff audit exercises	0	3	PMO personnel audits	
	Existence of a pay and pensions Policy	No	Yes	Gambia Gazette	

**Critical Enabler 2: Empowering the Gambian woman to realize her full potential**

**Goal 1: To promote gender equity, equality, and empowerment of women and girls for sustained socio-economic development**

46. Enhanced women's economic empowerment and sustainable livelihoods	No. of gender mainstreamed sector policies	4	16	Periodic CEDAW Report	<b>Assumptions:</b> <ul style="list-style-type: none"> <li>• High political will for women's' economic empowerment</li> <li>• Availability of resources</li> <li>• Availability of policies ready for mainstreaming</li> <li>• More women are engaged in entrepreneurship activities</li> </ul> <b>Risks:</b> <ul style="list-style-type: none"> <li>• Inadequate capacity to mainstream gender in sector policies at MDA level</li> <li>• Inadequate resources to initiate the women enterprise fund</li> <li>• Resistance from sectors to mainstream gender</li> </ul>
	Proportion of female headed households below the poverty line	24.6	22	IHS 2016 report	
	Existence of an enterprise development fund	No	Yes	Bureau annual reports	

47. Increased representation and participation of women in decision making	Proportion of seats held by women in national parliaments	10%	30%	Bureau annual reports	<b>Assumptions:</b> <ul style="list-style-type: none"> <li>• High political will</li> <li>• Numerical strength of women leaders</li> <li>• Willingness to contest for political positions</li> </ul> <b>Risk</b> <ul style="list-style-type: none"> <li>• Existing cultural norms and values</li> <li>• Infighting among women leaders</li> </ul>	
	Proportion of women holding ministerial positions	21%	30%	Bureau annual reports		
48. Gender based violence reduced	Proportion of girls and women aged 15-49 who have undergone FGM/C	75%	50%	DHS,2013	<b>Assumptions:</b> <ul style="list-style-type: none"> <li>• Existence of legal frameworks to address GBV</li> <li>• Availability of GBV response mechanism</li> </ul> <b>Risks:</b> <ul style="list-style-type: none"> <li>• Existing social and cultural norms</li> <li>• Inadequate financing of the GBV Centre</li> </ul>	
	Proportion of women who are subjected to physical violence	40.9%	10%	DHS, 2013		
	Existence of a centre for survivors of domestic violence	No	Yes	Bureau annual reports		
<p><b>Critical Enabler 3: To ensure that Gambia’s environment and natural resources are sustainably managed and conserved, for the benefit of all</b></p> <p><b>Goal(s): A sustainable land management system that stimulates and responds to the demographic and economic trends of the Gambia</b></p>						
49. Environment and climate change friendly policies, programmes and awareness strengthened at all levels for resilience	CO2 emission	Btw 2118 to 2528 GgCo2e (2016)		Btw 967.9 to 1155 GgCo2e	INDC 2016	<b>Assumptions:</b> <ul style="list-style-type: none"> <li>• Political will</li> <li>• Adequate resources</li> </ul>
	Availability of a updated NEMA	No		Yes	NEA annual reports	<b>Risks:</b> <ul style="list-style-type: none"> <li>• Ineffective and overlapping coordination mechanisms</li> </ul>

50. Emergency and disaster risk reduction response strengthened at all levels	Number of communities implementing adaptive mechanisms	10	100	MECCNAR reports	Assumptions: <ul style="list-style-type: none"> <li>• Adequate resources</li> <li>• Scale of emergencies manageable at the national level</li> </ul> Risks: <ul style="list-style-type: none"> <li>• Irregular and inadequate stimulation exercise</li> </ul>
	Availability of a EWEA nationwide	No	Yes	NDMA reports	

**Critical Enabler: Enhancing the role of the Gambian diaspora in national development**

**Goal: To expand, enhance and optimize the role of the diaspora in national development, as valued partners.**

Structured and facilitative approach to Diaspora Engagement enhanced	Availability of a validated Diaspora Strategy	No	Yes	MoFA annual report	
	Number of Gambia Diaspora Directorate with focal points in MDAs, embassies and missions	0	50	MoFA annual report	
	Number of government and non-state actors personnel trained on mainstreaming diaspora-development	0	2500	MoFA annual report	

Leveraged Diaspora Remittances and Investment	Percentage of transaction cost of remittances	20%	3%	MoFA annual report
	Number of Diaspora Direct Investments (DDIs)	0	20	MoFA annual report
	Number of Diaspora Bonds issued	0	2	MoFA annual report
	Number of civil society and social impact projects co financed from the Diaspora Development Fund (DDF)	0	1000	MoFA annual report
Vulnerable migrants protected and facilitation of regular pathways ensured	Percentage reduction of irregular (back way) migrants	0	60%	MoFA Annual report
	Number of signed Migration and	0	4	MoFA Annual report

	Development Bilateral Agreements				
	Number of circular migration contracts for skilled migrant workers facilitated	0	350	MoFA Annual report	
Active and enhanced participation in national policy and development practice	Number of annual national forums organized	0	4	MoFA Annual report	
	Availability of a complete full registration of diaspora voters	No	Yes	MoFA Annual report	
	Diaspora voting in Presidential elections	No	Yes	MoFA Annual report	
	Number of diaspora representatives with observer Status in the 7 Local Government Areas	0	14	MoFA Annual report	
	Number of highly skilled diaspora professionals	0	100	MoFA Annual report	

	services accessed and utilized				
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#### Annex 4A: Flagships/Priority Projects of the NDP Strategic Priorities

	<b>Critical Enabler</b>	<b>Flagship/ Priority Project</b>
1	<i>A public sector that is efficient and responsive to the citizenry</i>	1. Civil Service Reform Programme 2018-2027 Strategy
2	<i>Empowering the Gambian Woman to realize her full potential</i>	2. Gambia women empowerment project
3	<i>Enhancing the role of the Gambian Diaspora in national development</i>	3. Migration and Sustainable Development in The Gambia (MSDG) Project 4. Strengthening the management and governance of migration and the sustainable reintegration of returning migrants in The Gambia
4	<i>Promoting environmental sustainability, climate resilient communities and appropriate land use</i>	5. Large-scale Ecosystem-based Adaptation in The Gambia: developing a climate-resilient, natural resource-based economy 6. Strategic Programme for Climate Resilience (SPCR) - Pillar 1: Developing the enabling environment for climate resilience in The Gambia 7. Strategic Programme for Climate Resilience - Pillar 2: Climate-resilient land use mapping, planning and information systems 8. Land Use Policy Reform for a Climate Resilient Communities, Economic Growth and Poverty Reduction
5	<i>Making The Gambia a Digital Nation and creating a modern information society</i>	9. Enhancing ICT Service delivery for Job Creation and inclusive growth
7	<i>Strengthening evidence-based policy, planning and decision-making</i>	10. Strengthening statistical capacity, production, coordination and dissemination of reliable and timely data for evidence-based decision-making

	<b>Strategic Priority</b>	<b>Flagship/Priority Project</b>
<b>1</b>	<i>Restoring good governance, respect for human rights, the rule of law, and empowering citizens through decentralization and local governance</i>	<ol style="list-style-type: none"> <li>1. Constitutional review, advancing Transitional Justice and strengthening legal systems</li> <li>2. Enhancing Institutional capacities for improved service delivery in the justice sector</li> <li>3. Building Capacity for Decentralized Planning and Development</li> </ol>
<b>3</b>	<i>Modernizing our agriculture and fisheries for sustained economic growth, food and nutritional security and poverty reduction</i>	<ol style="list-style-type: none"> <li>4. Rice Value Chain Development Project</li> <li>5. Enhanced Livestock Production and Productivity for youth and women employment</li> <li>6. Livestock Sector Institutional Support Project</li> <li>7. Poultry value chain development project</li> <li>8. Horticulture Value Chain Development Project</li> <li>9. Agriculture for economic growth and food security/nutrition to mitigate migration programme</li> <li>10. Improving fisheries infrastructure for sustainable development of the fisheries sector</li> </ol>
<b>4</b>	<i>Investing in our people through improved education and health services, and building a caring society</i>	<ol style="list-style-type: none"> <li>11. Increase access to basic education in hard to reach areas, Improve the quality of teaching and learning, and Technical and Institutional Support</li> <li>12. TVET Transformation: Building TVET Centres in Each Administrative Region – National Technical Institute for Agribusiness</li> <li>13. TVET Transformation – Enhancing TVET by transforming Gambia Technical Training Institute (GTTI) into Gambia University of Technology and Engineering (GUTE)</li> <li>14. TVET Transformation – Enhancing Business and Public Administration Training by transforming Management Development Institute (GMDI) into Gambia University of Management and Public Administration (GUMPA)</li> <li>15. Health Systems Strengthening</li> <li>16. Provision of Safe and Affordable Water and Sanitation, Good Hygiene Practices, and Environmental Protection Promoted for All</li> <li>17. Sustainable Social Protection for the Extreme Poor and Other Vulnerable Groups in The Gambia</li> <li>18. Building Resilience through Social Transfers for nutrition security in the Gambia (BReST)</li> </ol>
<b>5</b>	<i>Building our infrastructure and restoring energy services to power our economy</i>	<ol style="list-style-type: none"> <li>19. Expansion of Sting corner to airport junction to dual carriage way</li> <li>20. Sting corner to Abuko by pass</li> <li>21. BASSE- FATOTO-KOINA ROAD</li> <li>22. Reconstruction of Basse – Wuli and Fatoto-Passamass Bridge.</li> <li>23. Construction of Greater Banjul Area Roads (525km)</li> <li>24. International Conference Centre</li> <li>25. Construction of rural roads</li> <li>26. Banjul Port Expansion</li> <li>27. Basse Dry Port</li> </ol>



		28. River Transport Development and Tourism Promotion
<b>6</b>	<i>Promoting an inclusive and culture-centred tourism for sustainable growth</i>	29. Revitalization of Community Livelihoods Through Creative Industries and Heritage Tourism in Albreda and Juffureh
<b>7</b>	<i>Reaping the demographic dividend through an empowered youth; and</i>	30. The Gambia Youth Empowerment Project (YEP) 31. Strengthening the management and governance of migration and the sustainable reintegration of returning migrants in The Gambia
<b>8</b>	<i>Making the private sector the engine of growth, transformation, and job creation.</i>	N/A

## Annex 5: A Summary of Key Development Challenges by Local Government Area (LGA)

Banjul	<ul style="list-style-type: none"> <li>• High population density (2,531.2, Avg. 173.9)</li> <li>• High unemployment (3.9, Avg. 1.9)</li> </ul>
Kanifing	<ul style="list-style-type: none"> <li>• High population density (4991.8, Avg. 173.9)</li> <li>• High inequality (0.3274, Avg. 0.3592)</li> <li>• High unemployment (3.9, Avg. 1.9)</li> </ul>
Brikama	<ul style="list-style-type: none"> <li>• High proportion of people living below the national poverty line (51.2, Avg. 48.6)</li> <li>• Highest poverty gap (21.9, Avg. 18.2)</li> <li>• Highest inequality (0.3547)</li> <li>• Highest food poverty (62.2, Avg. 55.1)</li> <li>• Low access to electricity (42.9, Avg. 47.9)</li> <li>• HIV prevalence (2.5, Avg. 1.8)</li> <li>• Unemployment high</li> </ul>
Kerewan	<ul style="list-style-type: none"> <li>• High proportion of people living below the national poverty line (59.8, Avg. 48.6)</li> <li>• High prevalence of stunting (31.7, Avg. 23.4)</li> <li>• Low access to improved drinking water sources (49.2, Avg. 60.8)</li> <li>• Low access to electricity (24.6, Avg. 47.9)</li> <li>• Low GER secondary</li> <li>• Low GER tertiary</li> <li>• Low GER tertiary</li> <li>• High Under five mortality (72.1, Avg. N/A)</li> <li>• Low immunization coverage (48.9, Avg. 64.3)</li> <li>• Improved Sanitation (54.7, Avg. 76.3)</li> </ul>
Mansa Konko	<ul style="list-style-type: none"> <li>• High proportion of people living below the national poverty line (60.1, Avg. 48.6)</li> <li>• High infant mortality rate (47.3, Avg. N/A)</li> <li>• Low access to improved drinking water sources (38.6, Avg. 60.8)</li> <li>• Low access to electricity (21.3, Avg. 47.9)</li> <li>• Low GER secondary</li> <li>• Low GER tertiary</li> <li>• Low literacy rate</li> <li>• High Under five mortality (83.1, Avg. N/A)</li> <li>• HIV prevalence (2.9, Avg. 1.8)</li> </ul>
Jangjanbureh	<ul style="list-style-type: none"> <li>• Second highest Proportion of people living below the nat. poverty line (71.4, Avg. 48.6)</li> <li>• High poverty gap (20.8, Avg. 18.2)</li> <li>• High food poverty (60, Avg. 55.1)</li> <li>• Highest prevalence of stunting (33.3, Avg. 23.4)</li> <li>• Low access to improved drinking water sources (29.9, Avg. 60.8)</li> <li>• Low access to electricity (12, Avg. 47.9)</li> <li>• Low net enrollment rate (NER) primary</li> </ul>

Kuntaur

- Low NER secondary
- Low GER secondary
- Low NER tertiary
- Births attended by skilled health personnel low (45.7, Avg. 72.7)
- Low immunization coverage (40.9 Avg. 64.3)
- Prevalence of wasting (12.7, Avg. 9.5)
- Contraceptive prevalence (5.1, Avg. 8.1)
- Highest Proportion of people living below the national poverty line (72.4, Avg. 48.6)
- High food poverty (59, Avg. 55.1)
- Highest infant mortality rate (50.2, Avg. N/A)
- Low access to improved drinking water sources (19.9, Avg. 60.8)
- Low access to electricity (8.2, Avg. 47.9)
- Low net enrollment rate (NER) primary
- Low NER secondary
- Low NER tertiary
- Low literacy rate
- Highest Under five mortality (88, Avg. N/A)
- Births attended by skilled health personnel low (40.6, Avg. 72.7)

Basse

- Low contraceptive prevalence (4, Avg. 8.1)
- Prevalence of wasting (17.6, Avg. 9.5)
- High average household size (14.9, Avg 8.5)
- High inequality (0.3185, Avg. 0.3592)
- Low access to improved drinking water sources (13.6, Avg. 60.8)
- Low access to electricity (26, Avg. 47.9)
- Lowest gross enrollment rate primary
- Low NER secondary
- Low GER secondary
- Low NER tertiary
- Low literacy rate
- Births attended by skilled health personnel low (44.3, Avg. 72.7)
- Low contraceptive prevalence (1, Avg. 8.1)
- Prevalence of wasting (13.7, Avg. 9.5)
- Improved sanitation (39.7, Avg. 76.3)