
1 Background Information and Problem Identification

Background Information

The country setting provides the background information on the geo-political situation, environment and development context which enable readers to appreciate the need for, and challenges of, coordinating and implementing the Gambia Environmental Action Plan.

Country Setting

Geographic Location

The Gambia lies 15° longitude at equal distances from the Equator and the Tropic of Cancer. It has an area of 11,300 km² and is bounded by Senegal to the North, South and East and by the Atlantic Ocean to the West. The country is widest at its westerly end towards the ocean about 48 km across and narrows to about half this width at its eastern tip, 480 km inland. The country is bisected by the River Gambia forming the north and south banks, with the former being less developed than the latter. Banjul, the administrative centre and capital, is situated on an island at the estuary.

Demography

The population of The Gambia is 1.3 million with a population growth rate of 2.77 (Census, 2003). The percentage of population in the rural areas is 62.88 while that in the urban area is 37.12. The life expectancy for males is 56 years while that for females is 59 years. The infant mortality rate (per 1,000 live births) is 84 while maternal mortality rate (per 100,000 live births) is 730.

The Economy

The real growth in GDP (2005) is 2.8%. Annual average growth rate is projected at 5% while the GDP distribution per main activity is: Agriculture 30%; Tourism 3.8%; Telecommunications 7.3%; Trade and Industry N/A. The GDP per capita is US\$310 while the national poverty rate is 71%.

Human Development

The primary education completion rate (% age group) is 80%, the illiteracy rate (% age 15 and above) 64.5%, male illiteracy rate (% age 15 and above) 55.5%, while that of females (% age 15 and above) is 73.1%.

The unemployment rate (% of total) is 26%, and youth (ages 15 – 24) unemployment is N/A. The number of women in rural development (total number) is 42,178.

Political and Administrative Structure

The Gambia is divided into seven regions: Two municipalities – Banjul City Council (BCC) and Kanifing Municipal Council (KMC) and five provincial administration regions - Western Region (WR), North Bank Region (NBR), Lower River Region (LRR), Central River Region (CRR),) and Upper River (URR).

Politically, the relevant units are local government areas (urban), district, wards and villages. The country has 40 districts and about 1,870 villages with an average of 13 compounds. The government has been implementing a decentralization policy aimed at devolving responsibility for administration especially natural resource management to the regional, district and ward levels since 1990. This is in an advanced stage of implementation.

The National Development Paradigm Shifts

The Economic Recovery Programme (ERP)

Since the mid 1980s The Gambia has been implementing economic policies that emphasize achieving macroeconomic stability, liberalization and private sector development. The government implemented an ambitious Economic Recovery Programme (ERP) in 1985 with assistance from the World Bank and IMF, with the objectives of reducing government expenditure, liberalizing trade, deregulating domestic prices and eliminating subsidies. These measures also led to the significant reduction of civil servants, and a zero growth moratorium was placed on the government machinery staffing situation. With the later high attrition rate of the civil service sector, this zero growth on civil service had a significant adverse effect on government absorptive capacity and the attendant loss of institutional memory. Coupled with the inadequate financial resources, this led to the subsequent inability of government to adequately address the issues of environment management and sustainable development programmes.

Programme for Sustainable Development and The Gambia Environmental Action Plan

The Banjul Declaration called for action to address environmental and natural resource management issues. The Ministry's Environment Unit was then established in 1982 to coordinate environmental matters and monitor the impact of various projects and to provide advice to government and non-governmental organizations. The enactment of the National Environmental Management Act (NEMA) by government in 1987 and the establishment of the National Environmental Management Council (NEMC) provided the legal framework for environmental planning, management and decision-making. These arrangements led to a very intensive and highly-participatory approach in the preparation

of the GEAP, thus providing a national framework to address environmental and natural resource management concerns.

Phase I of the GEAP from 1992 to 2001 adopted in 1992 was of pivotal importance in its commitment to a sustainable management of the country's environment. The GEAP was now set to improve economic performance and the quality of human life and restore, maintain and enhance ecological processes, natural resources, and cultural and natural heritage.

The whole machinery was evaluated in 1996 and a second evaluation and preparation for Phase II was carried out in 2001. The GEAP remains a viable and functional approach to environmental and natural resource management. The results of the first evaluation have been accepted and are being put into action.

In 1990, the PSD was launched in order to deepen the gains and address the socioeconomic effects of the Economic Recovery Programme. In 1998, the government adopted a long-term strategy for accelerated and sustainable development "The Gambia Incorporated Vision 2020" in order to transform the country into a middle-income nation.

The Poverty Reduction Strategy (PRSP), Vision 2020, and the Millennium Development Goals (MDGs)

The Gambia's medium-term strategy is presented in the Poverty Reduction Strategy Paper (PRSP/SPA II). The second Strategy for Poverty Alleviation (SPA II) is a "home-grown" version of a Poverty Reduction Strategy Paper, covering the period 2007 - 2011. It is based on five pillars:

- Promotion of economic growth and poverty reduction
- Enhancement of productive capacity and social protection of the poor and vulnerable
- Improved coverage of basic social service needs of the poor and vulnerable
- Enhance governance systems and capacity building of local communities and civil society organizations to play an active role in poverty reduction
- Mainstreaming cross-cutting issues: gender, youths population, HIV/AIDS, nutrition and environment

The PRSP sets out the poverty reduction strategy and implementation modalities for Vision 2020 which provides the national context for poverty eradication and seeks to transform The Gambia into a dynamic middle-income country.

Bilateral and multilateral development assistance to The Gambia is reflected in a number of agreements: the UN Country Cooperation Framework (CCF), UN Development Assistance Framework (UNDAF), World Bank Group Country Assistance Strategy, which have in addition targeted various sectoral programmes. In accordance with the recommendations emanating from the Roundtable Conference on the PRSP held in September 2002, UNDP is assisting the government in setting up an aid coordination

mechanism. The PRSP makes explicit reference to the MDGs as the framework for poverty reduction in the long term.

The Government of The Gambia (GOTG) has made substantial efforts to integrate the MDGs into the current planning process. Budget allocations, particularly from 2003, reflect a growing trend in increasing the percentage of spending for the social sectors. The Public Expenditure Reviews (PERs) of these sectors also devote sufficient attention to the MDGs, as part of the HIPC triggers.

Environmental Management

Following nearly two decades of severe environmental degradation, in 1993 the Government of The Gambia undertook the implementation of a programme of environmental and natural resource management entitled Gambia Environmental Action Plan (GEAP). At the core of GEAP was the recognition that for economic development and growth to be sustainable the environment and natural resources must be properly managed.

During the previous two decades, a combination of adverse weather conditions (particularly drought) and unsustainable human practices (including poor agricultural practices, a high rate of population growth and a significant rate of rural-urban population drift) led to a severe deterioration of the environment. The Banjul Declaration of 1977 was the first policy instrument to focus on the need for environmental conservation. Then in 1981 the government created the Environment Unit under the Ministry of Natural Resources to advise it on matters related to the environment. By 1987, The Gambia found itself confronted with the familiar litany of problems associated with environmental degradation: salt water intrusion into the fresh water zone of the river system; salt water seepage into the upper aquifer of the freshwater system in the coastal areas; deforestation and desertification; breakdown of urban infrastructure and environmental health facilities; and the loss of natural resources. In that year, the government enacted the National Environment Management Act. Amidst an atmosphere of crisis, in 1994 the GOTG acknowledged that the situation had become untenable and set up the National Environment Agency (NEA) to coordinate the implementation of the GEAP which was adopted in 1992.

The first phase of implementation of the GEAP addressed specific environmental problems. It established an institutional framework to raise awareness of the state of affairs and addressed activities that had severely affected the environment. Several development partners, including USAID, UNDP, GTZ and the World Bank, provided short-term technical assistance (STTA) to work with NEA and assist in the implementation of a package of measures necessary to arrest the escalating environmental problems in the country. The development partners also provided funds for all the programmes, while the government provided funds for the recurrent expenditure of NEA.

Despite the accomplishments of GEAP Phase I in responding to the need to deal with specific environmental problems, such problems are on the increase. The Gambia has yet to achieve the level of sustainable institutionalization of mechanisms necessary to ensure that environmental considerations are incorporated into major developments that are either being planned or implemented in The Gambia.

Development Problem to be Addressed

Substantial improvements in the lives of ordinary Gambians can only be achieved through a substantial acceleration of the current pace of economic growth. For growth to be sustainable, it must be rooted in renewable resources and economic activities suitable to proper management of the environment and natural resources. At the same time, enhancement of the quality of life of Gambians must also depend on controlling practices that are harmful to the environment, notably pollution.

Sustained action on these two central issues will require that The Gambia successfully mobilize substantial increases in capital flows from domestic sources, as it tries to ride out contraction impacts arising from possible reductions in overall direct assistance to the NEA from foreign sources. Therefore, sustainable financing mechanisms for the environment need to be put in place over the near term.

Implementation of Phase I of the Gambia Environment Action Plan, GEAP Phase I, 1992 - 2001

Introduction

The main purpose of the GEAP is to assist the government and citizens of The Gambia to: Improve economic performance and quality of human life in a sustainable way, and, to restore, maintain and enhance ecological processes, natural resources and cultural and natural heritage.

The GEAP policy objectives provide for a broad approach to environmental management in The Gambia according to existing environmental legislation and international conventions. During GEAP Phase I implementation, the policy objectives were to be achieved through the implementation of the following three comprehensive sector programmes:

Natural Resource Management

The natural resource management sector programme represented the greater part of the activities undertaken in the first phase of GEAP implementation, primarily because many of the country's most severe environmental problems are the result of the increasing pressure exerted by a growing population on the limited natural resource base. The programme aimed at the following:

- Assisting and encouraging producers to adopt improved land and natural resource management practices

- The optimal management of coastal and freshwater resources
- The development of effective government and local community partnerships to ensure rational management of natural resources
- The establishment of procedures for data collection, analysis, and planning for natural resource management
- The development of local area integrated management plans

Energy

The energy sector programme aimed at providing adequate and alternative sources of energy for the population. The use of fuel wood as a prime energy source contributes to the problem of deforestation. However, the use of fossil fuels for energy has the potential for causing serious atmospheric pollution and global warming. This programme aimed at accomplishing the following: introducing new and renewable sources of energy as a substitute for fuel wood and fossil fuels; and increasing the amount of cultured fuel wood available to reduce the use of natural forests as a source of fuel wood, while at the same time, increasing the sources of carbon sink.

Environmental Health

The environmental health sector programme aimed at addressing environmental health problems that have arisen (and continue to arise) as a result of increasing population density coupled with inadequate environmental management. The programme aimed at:

- Improving waste management in the urban and peri-urban areas
- Controlling pollution, especially that related to hazardous chemicals and industrial production
- Increasing community involvement in controlling adverse environmental factors which affect human health, particularly in the rural areas

The Experience and Achievements of GEAP I

General

Establishment of a Constituency for Environmental and Natural Resource Management

The main reports on GEAP, including the GEAP Phase I evaluation report, the World Bank Mid-term Review, the GTZ and UNDP Capacity 21 Reviews concluded that all the programmes had progressed satisfactorily although some delays were experienced in certain areas. The key implementation successes include: the establishment of a functional institutional framework for environmental management and planning; raising public awareness of environmental issues; and according a high profile to the environment on the national agenda.

The building of a constituency is one of the best ways of attaining sustainability in The Gambia for environmental management. There is now a participatory functional institutional framework for coordination and implementation of the GEAP, comprising

principally the NEMC and the NEA. The NEMC is the main policy-making body for environmental management¹

The NEA carries out the task of coordinating multi- and cross-sectoral environmental and natural resource management issues through the framework of networks and technical working groups. Whereas the network system failed to promote coordination between different programmes, the working group approach has helped to satisfy both inter- and intra-institutional working relationships. These technical working groups are organized along programmatic lines with a broad membership base drawn from institutions with complementary mandates for environmental and natural resource management. Each working group acts as a clearing house for the respective programme, ensuring coordination among the member organizations including Departments of State, NGOs, and the private sector in the area of environmental management.

The main objective for establishing working groups was achieved. The system has created a permanent system for continuous consultation and dialogue among the stakeholders in order to ensure that programmes are complementary and to maintain maximum impact from often limited resources. The working group concept has been adopted by planning authorities at the divisional level, where the authorities have established sub-committees on the environment and natural resources (see section on Decentralization). This is a major achievement in environmental management as the mechanism will ensure the future continuation of programmes.

Raising Environmental Awareness

Through programmes such as the Environment Award Scheme, the general public has begun to better understand environmental issues. Communities are now making representations to the NEA on environmental issues that adversely affect them. Other programmes on television and radio broadcasts and in focus group meetings have served to raise the level of awareness of environmental issues in civil society. About 1,000 persons attended one of the focus group meetings organized by a local drama organization, Group Yeteh.

Gambians are now aware of environmental issues that affect their lives, largely as a result of GEAP Phase I implementation. The GEAP has reinforced the Banjul Declaration of 1977 and intensified the national call to address environmental and natural resource degradation. The Implementation of GEAP Phase I has also provided a framework for addressing environmental and natural resource concerns of both the public and private sectors. The need to incorporate Environmental Impact Assessments (EIAs) in project designs and feasibility studies is getting more acceptable in both the public and private sectors.

¹ This council is chaired by the President of the Republic, with the Ministers responsible for the following Ministries as members: Natural Resources; Agriculture; Health and Social Welfare; Finance and Economic Affairs; Trade, Industry and Employment; Local Government and Lands. The Executive Director of the NEA serves as Secretary to the Council. In addition to the above, the President may co-opt any person into the Council as a member.

Strengthening Institutional Capacities for Effective Environmental Management

The GEAP implementation process has afforded various stakeholders the opportunity to better understand the linkages between the relevant issues and the need to apply specific techniques in the decision-making process. Such tools include the following: Environmental Impact Assessment Guidelines and Procedures; Land Use, Land Cover Maps for general and sector-specific applications; Forestry Inventory; Greater Banjul Master Plan Development; Tsetse Study (in collaboration with the International Trypanotolerance Centre); and Digitized Agro-ecological and Vegetation Map for the Medium-Term Agricultural Master Plan.

State of the Environment Report - The Gambia, March 1997

This is the first executive report on the environment in The Gambia following the implementation of the GEAP. The report acts as a benchmark for future actions. Since it is not feasible to provide a holistic picture of the environment frequently, it was agreed to produce the report at least once every five years. But due to lack of funds the second was produced much later in 2008.

International Cooperation

The Gambia is active in international forums. The country is also a party to global and regional agreements, including the Convention to Combat Desertification, the Climate Change Convention, and the Convention on Biodiversity.

Perhaps as an indication of the success of programme implementation in The Gambia, the UNDP Capacity 21 Programme selected The Gambia, out of a total of 45 countries, to study how the country implemented its national environmental programme. Also, the Gambia is one of three African countries selected by the World Bank to evaluate their success in implementing National Environmental Action Plans with a view to formulating "Best Practices Guides" for other African countries. The selection of The Gambia was largely due to the success it registered in the area of environmental management.

Within the context of sub-regional cooperation, the NEA has established an effective working relationship with the Centre Suivi d'Ecologie (CSE) in Senegal. The Remote Sensing Applications Unit of the University of Ghana is another sub-regional institution with which the NEA has collaborated. Also, The Gambia, through the NEA, is a member of the Sahelian Pesticides Committee. The NEA, under the Hazardous Chemicals and Pesticide Programme, has entered into bilateral cooperation programme with Senegal in the area of chemicals, especially pesticides management. Under this programme, the NEA's Pesticide Analyses Laboratory undertakes the analysis of pesticide formulation for both countries, while the Locustox Laboratory in Senegal conducts analysis in pesticides residues.

Successes and Achievements of Specific Programmes

There are currently 10 programmes at the NEA, namely:

- Agriculture and Natural Resource Management
- Environmental Education and Communication
- Environmental Information Systems
- Environmental Impact Assessment
- Environmental Legislation
- Environmental Quality Monitoring and Enforcement
- Coastal and Marine Environment
- Pesticides Regulation and Control Board
- The Ozone Programme
- Disaster Preparedness and Contingency Planning

The Agricultural and Natural Resources Programme

The GEAP has identified the degradation of the natural resource base as the major environmental constraint affecting increased food production on a sustainable basis. With financial support from the UNDP under the Capacity 21 programme, the ANR programme has, under GEAP Phase I, implemented a number of projects aimed at building capabilities to alleviate some of those problems. For example, in collaboration with technical departments and village communities, the NEA implemented sustainable natural resource management practices in selected sites in six communities.

With support from the Capacity 21 project also, the GEAP was decentralized. Five Local Environmental Action Plans (LEAPs) have been developed in five administrative regions in the country. In each region there is now an Agriculture and Natural Resources and the Environment (ANR&E) Subcommittee, which, in collaboration with the Regional Coordinating Committees, looks into the implementation of environment-related activities at the regional level. This arrangement tries to encourage greater synergy among the three conventions of climate change, biodiversity and desertification which are all closely linked. In order to ensure that all grassroots sectors of the economy are represented, a “bottom-up” approach has been adopted in the identification of environmental problems, including those contained in the Desertification Convention. The country has now been divided into sixteen agro-ecological zones² for that purpose, starting with the zonal level workshops and ending with the national forum, as shown below:

- Zonal Level Workshops (grassroots)
- Preparation of the Zonal Level Strategy
- Regional Level Workshops (middle-level administration)

² The sixteen zones include the following: Lower Niuni, Upper Niuni, and Jokadu; Lower Baddibu, Central Baddibu, and Upper Baddibu; Kiang West; Kiang Central and Kiang East; Jarra West, Jarra Central, and Jarra East; Upper Saloum; Niamina Dankunku, Niamina East, and Niamina West Fulladu West, and Janjangbureh; Fulladu East; Kantora; Sandu; Niani and Nianija; Wuli; Sami; Kombo North, Kombo South, Kombo East, and Kombo Central; and Foni Brefet, Foni Bintang, Foni Kansala

- Preparation of Divisional Strategy and Local Environmental Action Plan
- National Forum (policy making)

Capacity in environmental management has been strengthened through training programmes for staff members of the NEA, government line departments, NGOs and CBOs. The ANR Working Group has made a significant impact in information sharing and promoting harmonization among NRM sector projects. The government and NGOs targeted several projects at improving natural resource management.

Environmental Education and Communication (EE&C)

The following were achieved under the EE&C programme:

- Establishment of the Annual National Environment Awards Scheme
- Establishment of Regional Environmental Education Task Forces
- Development of the National Environmental Education Strategy
- Production of a simpler version of the GEAP in English and Arabic, and in three local languages, i.e. Wolof, Mandinka and Pulaar
- Fourteen pamphlets on various aspects of the environment and the work of NEA were also produced and distributed to the general public
- Finalization of integration of environmental education into the formal education system.

An EE&C strategy was developed and the task force action plans were under implementation. In non-formal education, several environmental education activities were completed including training for extension agents in participatory rural appraisal techniques, sensitization of the media, and a pilot project for erosion control. The Environmental Education Resource Centre was established and is now headed by a communications officer. Four issues of the Gambia Environmental Newsletter (*Earth News*) have since been published on a bi-annual basis.

One of the most significant and innovative GEAP activities geared towards raising public awareness is the Environmental Awards Scheme (EAS). The EAS was implemented for five years with an average of 250 entries annually.

Environmental Information Systems

In The Gambia a multitude of agencies, both public and non-governmental organizations, are involved in the collection and management of information related to the environment. Data collection procedures, presentation formats, exchange methodologies, storage, update and maintenance routines are as varied as the number of sectoral institutions involved in data handling. The consequences have been that various environment-related data are held at various organizations and in different formats (digital and analogue) which are not interchangeable. This situation hinders efficient information management and decision-making.

A strategy to coordinate and harmonize the development of a demand-driven EIS was developed in 1994. In addition to an EIS Working Group, a network of five data centres

was setup to enhance environmental information management in The Gambia. The data centres are: Departments of Lands and Surveys, Water Resources, Gambia Bureau of Statistics, Agricultural Planning, and Agricultural Services (Soil and Water Management Unit). The Environmental Documentation Centre, which is part of the EIS programme, now has a good collection of publications on the environment.

The Environmental Impact Assessment Programme

The draft EIA procedures were finalized in May 1996 and sector-specific guidelines, including screening forms and checklists, were developed for a total of seven sectors. These are agriculture, infrastructure (roads), industry, fisheries, mining, solid waste disposal and tourism. In the first case to test the procedures, an EIA of a proposal to re-channel the Kotu stream, whose flow is impeded during the rainy season, thus causing floods and contamination of well water, was conducted between July and December 1997. The NEA used the opportunity presented by this test case to train local consultants and members of the EIA Working Group in EIA procedures and processes. A second test case was conducted for the sand mining site identified at Albreda, in the North Bank Region. The procedures and guidelines were adopted by the Council in October 1999. The EIA regulation was signed by the Chairman of the Council in January 2000.

Environmental Legislation

A revision of the National Environmental Management Act was completed in 1994. A comprehensive review of all existing laws by the Environmental Legislation Working Group in March 1996 led to the preparation of a compendium of environmentally-related laws in The Gambia. A sensitization workshop was held for lawyers on key environmental issues in The Gambia in 1996. The Environmental Legislation Action Plan, which was adopted at a national workshop in April 1996, set priority for the drafting of legislation in EIA, Waste and Water Resources Management. The working group reviewed and adopted the Forestry Legislation, the Minerals Act, the legislation for Pesticides and Hazardous Chemicals, and Ozone Depleting Substances. It also reviewed and adopted the regulations establishing the Environmental Quality Standards Board, Environmental Quality Standards, Environmental Monitoring, and Industrial Registration and Discharge Permitting System.

Environmental Quality Monitoring and Enforcement

The national strategies for Environmental Quality Monitoring and Enforcement (EQME) and Solid Waste Management (SWM) were developed under the guidance of the Environmental Quality Working Group.

In collaboration with the Department of Water Resources, the Gambia Police Force and the Department of Health Services, the NEA commenced implementation of the EQME strategy. The team focused on ambient air quality, vehicle emissions, water quality and solid waste management. The institutions were provided with training and equipment for the implementation of the strategy. Systems for air and water quality

monitoring and solid waste monitoring were designed. The Air Quality Monitoring Network for the Greater Banjul Area (GBA) was established, and a water quality monitoring system is being implemented.

The NEA was not able to start implementation of the SWM strategy because it lacked the required funds. However, important activities in this area, including identification of potentially suitable waste disposal sites in the GBA, were undertaken in collaboration with the EIS programme.

In the area of enforcement, the Inspectorate Unit was established and provided with operational guidelines, equipment and training to enhance its enforcement capacity.

Coastal and Marine Environment

The Coastal and Marine Environment Working Group has developed an Integrated Coastal Area Management Plan (ICAM) that outlines all pertinent coastal issues, including a management strategy. A coastal resource database was established for The Gambia, in collaboration with the EIS programme, to assist in the proper and effective management of coastal areas and the rational use of its resources.

Coastal erosion has been the subject of national attention since the early 1990s. Due to the NEA's efforts to coordinate a response to the problem, beach sand mining at Bijilo was prohibited and an alternative site at Kartong located. Short-term measures, including the construction of mini-sea defences, were implemented to reduce severe coastal erosion at strategic locations.

Hazardous Chemicals and Pesticides Control Programme

Regulations for pesticides and other hazardous chemicals were prepared, and a task force set up to develop a National Action Programme for Integrated Chemicals Management. A profile to assess the national infrastructure to manage chemicals was prepared. A Quality Control Laboratory was established. In one month only (November 1999) 24 samples of pesticides were analysed and useful information transmitted to government institutions and the public. To date, a total of 134 pesticide trade names have been registered; others have been banned for containing ingredients harmful to human health. Pesticide campaign teams continue to sensitize local communities on pesticide use. They also monitor local markets to ensure that pesticide vendors are registered and that no banned pesticides are sold. The Divisional Coordinating Committees (DCCs) have identified campaign teams that are responsible for the registration and management of pesticides within the division. To improve the effectiveness of these pesticide campaign teams, additional training in proper pesticide application, storage, and disposal is being implemented.

Negotiations have been successfully concluded between the NEA and other departments for the use of non-NEA officers as enforcement personnel in places where NEA inspectors are not present.

Phasing out of Ozone Depleting Substances (ODSs)

In May 1990 the Government of The Gambia, showing its firm commitment to end consumption of ODS, ratified the Vienna Convention for the Protection of the Ozone Layer and the Montreal Protocol on Substances that deplete the Ozone Layer. Then in June 1995, it ratified the London Amendments to the Protocol. To this end, a national programme to phase out the use of ODS in The Gambia by 2001 has been developed. An ODS study was completed indicating the types and quantities of ozone depleting substances that were used, sold, or stored in The Gambia for the period 1995 to 1997. The legislation for the purpose of controlling and phasing out has been adopted and signed by the Council.

Training programmes were organized for mechanics and repairers on retrofitting refrigeration and air conditioning equipment. Customs inspectors were also trained in setting up and enforcing a system for the identification, monitoring and control of imported ODS.

Assistance was provided to the Karan Foam Manufacturing Plant in Banjul to convert its block foaming machine to a non-CFC consumption plant. This resulted in a reduction in the annual consumption of between 8 and 10 tonnes of CFC at the plant.

Disaster Preparedness and Contingency Planning

In March 1996, a local consultant prepared a detailed inventory of existing sector specific contingency plans in the country in order to develop them into a set of integrated disaster preparedness and contingency plans capable of being implemented at the national level. A national strategy on Disaster Preparedness and Contingency Planning was adopted at a national workshop. This programme is being integrated into the national framework for the management of both natural and man-made disasters. This national portfolio is housed at the Office of the Vice President, which holds the chairmanship of the national committee.

Coordination and Implementation Constraints

Some key assumptions made at the inception of the Capacity Building Environmental Management Technical Assistance (CBEMTA) project were later found to be invalid during implementation:³ These and other shortcomings led to constraints experienced in the implementation of GEAP Phase I as summarized below.

³ These included the following: (i) that sufficient capacity for environmental management existed in the country; (ii) that the rate of disbursement of funds would be expedient; and (iii) that donors' activities would be well coordinated.

Dormancy of the National Environmental Management Council

The NEMC did not meet since July 1994, and members did not keep abreast of the GEAP coordination and implementation process. Thus, the NEA lost considerable political and moral backing that translated into reduced financial and material support over the years.

This reduced financial and material support had a negative impact on the implementation of GEAP Phase I. The Council has however begun meeting and now proposes to meet every three months as required by NEMA.

Lack of Integration of Environmental Considerations into the Macroeconomic Framework

There was difficulty in trying to mainstream issues related to the environment into the macroeconomic framework of the country, particularly the policy and regulatory aspects. For example, the fiscal policies to control importation of environmentally un-friendly products (such as inferior quality batteries and plastics) elaborated in GEAP Phase I were not enforced as required.

Weak Implementation Capacity

The implementation of GEAP Phase I was adversely affected by inadequate capacity for environmental management at the various stakeholder organizations, including the NEA, government line Departments, the NGO community, the formal private sector and local communities. Because of a shortage of both staff and the required skills set, many of those institutions depended too much on the NEA for guidance, even on sector-specific matters. The formal private sector lacked capacity, particularly in the area of environmental policy analysis and in the technical aspects of environmental management.⁴ At the community level, capacity was found inadequate in the areas of education work and in project planning, implementation, and monitoring. In the rural areas, technical constraints were compounded by resource constraints, including the absence of facilities for even copying, and poor communication.

Inadequate Support Systems for Environmental Management: Decentralization

Apart from the “working group” concept, GEAP Phase I was implemented through decentralization to the local community levels. Implementation of the GEAP was hampered by the absence of a coherent national decentralization policy that takes into account the different roles and responsibilities of the various players. The experience of the NEA in the development of the Local Environment Action Plans (LEAPs) revealed several shortcomings. The regional level structures that should support the decentralization of the GEAP are generally weak. Quite often, Regional Coordinating Committee members lack capacity, are overloaded, do not receive adequate resources, and show varying levels of commitment.

⁴ The shortage of skills in these areas is evidenced by the generally low standard of the reports and studies commissioned by the ANR and EE&C programmes and conducted by private sector consultants.

Lack of Donor Coordination

The various donors had agreed on a programmatic approach instead of the project approach. Consequently, programmes were designed to cut across the existing “network” lines within the NEA, especially in areas such as EIA, Environmental Quality Monitoring, Environmental Information Systems, and Environmental Education and Communication. For example GTZ funded EIA that had some bearing on some aspects of the Bank funded EQM programme. Similarly the EIS programme was jointly funded by GTZ and the Bank, while the Bank funded the EE&C programme that also uses funds from the UNDP Capacity 21.

Considering that each programme is managed separately, very often the programme manager’s time was divided between the various donors' requirements for reports at different but pre-agreed intervals. This resulted in conflicts, and very often in slippage on deadlines and targets. Furthermore, each donor would evaluate its component separately, without making the reports available to the other donors. Even though they operated within the same programme they were not informed about the outcome of the other’s field visit, and the lack of coordination constrained programme implementation.

Inflexibility of Donor Rules and Procedures

The rules and procedures adopted by different donors for their respective projects were not responsive to the specific needs of the overall programme, and the unwillingness of some donors to relax some of their internal requirements was one of the major constraints smoothing implementation of GEAP Phase I by the NEA and its collaborators. However, lessons were learnt in the process, and these will be incorporated into the implementation strategy for GEAP Phase II. This is important because the programmes can then be more realistic and responsive.

Summary and Conclusions

The evidence above shows that gains were made under GEAP Phase I. These include the establishment of an institutional framework for environmental management, the raising of public awareness on environmental issues, and the according of a high profile to the environment on the national agenda. However, significant challenges remain, including the need to move from awareness creation to action; the need for greater engagement of civil society in the implementation process; and the need for the incorporation of environmental considerations into policy and economic decision-making processes. Also, concern was expressed over the NEA's excessive reliance on donor funding. It was agreed that the NEA should strive to raise its own funds to sustain its programmes.

Furthermore, the success achieved in the implementation of the GEAP Phase I programme and strategy is limited. This is mainly attributed to the ambitious nature of the programmes and strategies. Too often the strategies failed to incorporate the critical roles to be played by key government institutions, such as the Department of Fisheries and the Ministry of Trade, Industry and Employment. Consequently, the strategies are

very government-oriented and they do not really provide for participation of the other important stakeholders in the process. These lessons have been incorporated into the proposal for the GEAP Phase II Programme.

In order to remain responsive, relevant and effective the GEAP Phase II Program has evolved with the changing needs and circumstances of the different stakeholders. It has also been grounded in the reality of the current trends and processes of the overall political economy. In this regard, current government macroeconomic policy promotes liberalization of the economy and private sector led growth. This implies that there will be growth in the key sectors of the economy, such as industry, construction, tourism and agriculture, as discussed in the next part of this report. These trends have been considered in developing the proposal for GEAP Phase II, so that safeguards are put in place for sustainable environmental management.

Local government reform, including decentralization and improvement of the governance environment, for sustainable development has all been accorded high priority in the government agenda. The implications of these new directions have also been examined, and the GEAP Phase II implementation strategy adapted to meet the challenges that might arise out of the reform process.

2 Programme Identification

The implementation and coordination of GEAP Phase I took place during the period 1992 – 2001. This process was funded under a multilateral funding arrangement known as the Capacity Building Environmental Management Technical Assistance (CBEMTA) project. Remarkable achievements in environment and natural resources management were realized during GEAP Phase I. The whole process was evaluated in 2001 and an initial GEAP Phase II draft was prepared.

However, since the end of GEAP Phase I, there has been inadequate funding for environment and natural resource management. Evidence from the data and information gathered for the preparation of the second *State of the Environment Report* (SER-TG, 2008) show a general slowdown and loss of momentum gained in GEAP Phase I. This loss of momentum coupled with the inadequate human, financial and material resources resulted in the overall degradation of the environment and natural resources. Due to these inadequate resources, monitoring and enforcement of regulations and implementation of planned programmes and projects on the environment and natural resources were not possible.

There is thus a strong need to urgently address the issues of preparing, funding and implementing GEAP Phase II to cover the period 2009 – 2018. The Local Government Reform Act of 2002 and the Finance and Audit Legislation of 2004 offer an opportunity to coordinate and implement GEAP Phase II at the grassroots level.

The lack of an inbuilt system of monitoring and assessing (M&A) the coordination and implementation of GEAP Phase I as it was initially being put together resulted in considerable initial loss of data and information due to the lack of an effective tracking of progress at the onset of implementation. An M&A strategy was developed much later and data and information gathered by the system was used to put together the first *State of the Environment Report – The Gambia* in March 1997.

The importance of ensuring that an effective M&A Strategy for GEAP Phase II becomes inbuilt into the process cannot be overemphasized. A baseline environmental awareness survey conducted in 1998 indicated over 90% awareness level. It would be a wise idea to administer that same survey prior to the implementation of GEAP Phase II. The data and information obtained would not only confirm the loss of momentum in environmental and natural resource management but form the basis for comparison with data and information obtained as GEAP Phase II is implemented and assessed on a continuous basis.

Assessment of Current Trends and Processes in Key Sectors of the Economy

Agriculture and Livestock

Agriculture

The agriculture sector employs over 70 per cent of the country's labour force, accounts for about 40 per cent of export earnings and between 25 and 30 per cent of the GDP. However, agricultural productivity and production are generally low as most farming activities are at subsistence level, with exiguous surpluses sold mainly in order to meet socio-cultural obligations. This is particularly true for food crops (rice, millet, maize and sorghum) although cash crops (groundnuts, sesame and cotton) are also very important.

Groundnuts have long been the principal cash crop of The Gambia. However, in recent years the country has experienced a severe decline in the production of the crop (from a high of 145,200 tons in 1974/75 to 72,557 tons in 2007/2008) due to a number of factors, including unfavourable climatic conditions, reduced soil fertility, soil erosion, the utilization of marginal lands and the decrease in fallow periods,⁵ inappropriate farming practices (e.g. use of tractors on shallow soils by untrained farmers), the decline of the producer price, the increased cost of fertilizers and other inputs. Conversely, the production of coarse grains (particularly early millet) increased dramatically, from 39,000 tons in 1974/75 to 75,825 tons in 2007/2008.

Livestock

Livestock production is an important complementary attribute of the Gambian farming systems. The sub-sector's contribution to the GDP was estimated at 5 per cent for 1998 (*Source*: Central Statistics Department).

The sub-sector provides most of the draught power required for crop production. It is also an important source of transportation in the rural areas, principally for the evacuation of agricultural produce to local markets. Between 1985 and 1994, the sub-sector registered a growth rate of 3.5 per cent per annum, slightly higher than the growth rate of 3.2 per cent for GDP (Central Statistics Department, 1991). The increasing importance of the sector has been stimulated partly by macroeconomic policies that have promoted agricultural diversification (Darboe_ *et al.*, 1991). Furthermore, intermittent drought concomitant with the decline in soil fertility have resulted in poor crop performance, leading farmers to diversify their production base to include livestock production.

The most important species are cattle (415,843), goats (371,412), sheep (182,578), donkeys (85,962) and horses (32,268) (*Source*: National Agricultural Sample Survey 2007/2008). Poultry is also important both in the peri-urban and rural areas. The number of birds is estimated to have increased from 345, 000 in 1984/85 to 719,814 in 2007/2008. Only a relatively small number of pigs (population of about 24,281) are reared due to religious reasons.

5 mainly as a result of high demographic pressures

Generally, the traditional system of livestock production is predominant. Cattle are herded during the day to avoid damage to field crops and vegetables and tethered overnight to pegs in holding grounds. Average herd size is about 55 head, and off-take rate has been estimated at around 12 per cent, compared to 23.7 per cent for small ruminants (National Agricultural Sample Survey 2007/2008). The small ruminants, of which the main species are Djallonke sheep and West African dwarf goats are predominantly owned by women (68.7%) who raise them under the traditional system. In the peri-urban areas there is a small number of improved semi-intensive poultry farms and sheep fattening schemes, with the latter targeting the Tobaski feast market.

Cattle in The Gambia depend on “range lands” for an estimated 60 per cent of their feed requirements,⁶ with the rest coming from crop residues and agricultural by-products. In recent times these “range lands” have come under severe pressure because:

- high demographic pressures have caused marginal land in “range areas” to be cultivated, thus making less land available for grazing
- an ever-increasing population of cattle is being raised under the traditional extensive system of production (the low off-take rates result from the farmers’ deliberate policy of trying to maximize cattle numbers instead of raising productivity within their folds).

Furthermore, fodder resources have deteriorated both in quantity and quality as the range lands are increasingly invaded by less valuable fodder and ligneous species. The lowlands (i.e. the traditional dry season grazing areas) are faring no better as the proliferation of rice projects has caused certain valuable species of fodder to disappear and the surface water retention capacities in certain areas to reduce.

Policy Objectives

The broad policy direction of the sub-sectors is to further diversify and commercialize agricultural production.

Specific objectives for the crop sub-sector are to:

- increase commercial fruit and vegetable production and productivity in order to augment rural cash income and save or earn foreign exchange
- promote the development of commercial production and processing of intensive and high-value agricultural produce
- emphasize the cultivation of drought tolerant, short-cycle crop varieties and promote salinity tolerant rice varieties for swamps with salinity problems
- enhance small-scale production by organizing small-scale producers into groups on a community basis or associations and to create credit facilities for them to acquire concrete wells and suitable pumping facilities for irrigation facilitate and encourage the formation of growers and exporters' associations that could set up efficient processing and marketing concerns.

⁶ i.e. traditional grazing areas that coincide with poor shallow soils, lateritic ridges and other marginal lands which are not suited to crop production, yet they support some vegetation.

Specific objectives for the livestock sub-sector are to:

- further commercialization and diversification of the short-cycle species (e.g. small ruminants, poultry, pigs and rabbits to enhance generation of income and reduce environmental degradation
- enhance the production of fast breeding wild animals that are socially acceptable, such as cane rat, the giant Gambian rat, and the spur-winged Gambian geese
- promote value addition to primary livestock produce (e.g. production of leather, meat cuts, tanned hides and skins, milk and egg by-products)
- keep livestock production in balance and at levels consistent with the limitation of available feed resources to avoid environmental degradation
- render support to producer associations in the areas of marketing, product development and promotion, packaging and quality control.

Implications of Policy Objectives on the Environment

The blanket implementation of activities leading to some of these objectives could have a negative impact on the environment and on biological diversity. The overall policy of increasing food production could result in virgin, marginal and fallow lands being put to crop cultivation at the same time that range lands are reduced, a process that would lead to further degradation of the remaining range lands and a net loss in flora and fauna.

Furthermore, any effort to increase commercial fruit and vegetable production will lead to greater quantities of ground water being used for irrigation purposes at a time that the GBA is reported to be close to the threshold of the total volume of ground water that can be safely extracted without precipitating saline intrusion into the aquifers.⁷ Also, intensification of production will also require the application of larger volumes of agro-chemicals, the mishandling of which could result in serious environmental problems, while the establishment of small-scale agricultural industries (processing plants, etc.) might result in the generation of waste that could pollute the environment if not disposed of properly.

Recommendations for the Agriculture and Livestock sector

On the basis of the above observations, the following are recommended for inclusion in the strategy for the sector:

- The clearing of virgin and marginal land to augment crop production must be closely monitored, especially in environmentally fragile ecologies (particularly in NBR) in conformity with the international conventions, to arrest further degradation. Other systems that need to be monitored are the wetlands, especially in relation to the Ramsar Convention.
- A study should be conducted to elaborate technical guidelines on the volumes of water that can be safely extracted for irrigation in Greater Banjul.

⁷ It has been established that water levels in the Kombo peninsula declined by 15 cm between 1994 and 1996.

- Setting up the proposed small-scale agro-industries for value addition to primary produce to be preceded by EIA studies and followed by regular monitoring.

Natural Resource Management

The goal of the natural resources sector, according to Vision 2020, is "... to conserve and promote the rational use of the nation's natural resources and environment for the benefit of present and future generations in a manner that is consistent with the overall goal of sustainable development". The individual sub-sectors are discussed separately below.

The Forestry Sector - Policy and Strategies

The national policy objective of the forestry sector is to (a) maintain 30 per cent of the total land area of The Gambia under forest cover; and, (b) manage 75 per cent of the land under forest cover for environmental and socioeconomic development by the year 2005. The strategies that have been designed to achieve this include the following:

- expansion of community-based forest ownership and management and the ownership of the benefits derived therefrom
- involvement of non-governmental organizations in forest management
- public awareness creation about the benefits of forest and the effects of actions detrimental to forest development
- encouragement of private forestry for value added product processing as well as private forest establishment
- the establishment of a National Forestry Fund for sustainable funding of forest management activities
- development of the full potential of the forest, through, for example, the promotion of eco-tourism and the utilization of non-wood forest products.

In the old policy, new developments that emerged as a means of new Forestry Department thinking were not captured in the state forest Legislation Act and Regulation 1997/8. These new ideas were incorporated into the new draft Forest Policy such as:

- Joint Forest Park Management (JFPM)
- Forest Enterprise Development (FAO Initiative in Market Analysis and Development (MA&D) programme)
- Community Controlled State Forest (CCSF) management

Also, forest fires, being one of the most destructive elements in the forest and rangelands, had to be re-visited in the old Forest Policy to ensure the provision of quality forest products and range. The new draft policy places much emphasis on the higher degree of exclusion of fires from the forests and rangelands.

Implications of the Policy and Strategies

Effectively implemented, the new draft forest policy has the potential to significantly reverse the present trend of land degradation due to soil erosion. The maintenance of 75

per cent of the protected and/or developed forest cover will contribute to the control of soil erosion and ensure a continuous supply of wood to meet the demand for domestic energy.

In addition to the above, the new draft policy measures will result in positive economic and environmental benefits for The Gambia: granting ownership rights of forest resources, within limits, to local communities means that communities are likely to place greater value on the resources and will, therefore, try to protect them better;⁸ community and private sector involvement, through the establishment/rehabilitation of plantations and/or proper management of natural forests, is likely to raise the sectors contribution to a GDP of 1 per cent without necessarily compromising the other valuable environmental benefits of the forests which the Department always argues is underestimated. Furthermore, value-added processing will contribute to employment creation in the country and encourage more forest cultivation.⁹

The new draft policy calls for a change from “institution-based” to “community-based” approach to implementation. This new approach includes the involvement of the private sector and individuals. Therefore corresponding new legislation will allow for the transition from centralized to decentralized forest management, while ensuring secure tenurial rights for the participating communities.¹⁰

Policy, Institutional and Capacity Issues

The emerging situation reveals the fact that unless the Forestry Department’s human capacity is enhanced, it may not in the future be able to cope with the demands placed on it by the communities. Also, the government can continue to encourage the creation and expansion of private forests with recruitment of extension agents who could be hired by government, projects, NGOs or the communities and individuals to help in the implementation of community forestry projects.

8 This will enhance the development and growth of vegetation, and its environmental protection functions (such as an increase in biodiversity enhancement, conservation and carbon sequestration for the prevention of adverse climate).

9 The involvement of the private sector in forest development could have long-term positive environmental and economic implications. The most important challenge however would be to attract the private investors' interest in commercial forest plantation development as opposed to concentrating on the utilization of the existing meagre and poorly developed natural forests. To successfully overcome this challenge calls for technological adaptation to establish fast-growing species of high economic value with shorter rotations. With the present trend of declining rainfall, this challenge is made even more urgent since forest growth is highly dependent on good soil moisture content for an extended period of time

10 Conflicts are likely to arise between the government, whose perspective is long-term and in the interest of protection of the environment, and local communities, who may be more interested in immediate financial returns. Conflicts are also likely to arise between communities over ownership right. In order to avoid these potential conflicts, activities which allow communities to jointly benefit from the financial gains, while ensuring sustainable exploitation of the forest, would have to be sought.

Recommendations for the Forestry Sector vis-à-vis GEAP II

The National Action Plan for Desertification Control, which will advocate strong forest protection, afforestation and sustainable management of forest resources to ensure a good forest cover, is an important prerequisite for desertification control. Therefore the following points serve as recommendations for GEAP II:

- The Forestry's Department experience with private extension agencies should be used to encourage similar groups to set up and provide institutional building and management planning services to communities involved in natural resources management projects.
- Private forestry initiatives into plantation forestry should be encouraged in order that the demand for lumber from natural forests is reduced.
- Establishment of forest gene banks and their management for successful plant propagation should be encouraged.
- Support the effective utilization of the Non Timber Forest Products (NTFPs) for processing to target the local markets (honey, fruit juices etc).
- Fire management at regional, transboundary and localized levels to prevent farmer crop post harvest loss, soil fertility deterioration, fodder and trees destruction.
- Farmer sensitization to and training in sustainable agricultural systems (agro-forestry practices, apiculture etc to avoid deforestation, degradation resulting in desertification.
- Local authorities (chiefs) and their field representatives (badge messengers) have to be sensitized to forest matters and how to handle cases effectively.
- Intersectoral collaboration between state departments and the private sector must be integrated (network) to avoid duplication of efforts and resources waste.
- The Department of Forestry would have to employ additional staff and train them so that it can cope with the increased demand for community forestry agreements from the local communities.

The Fisheries Sector – Policy and Strategies

The main objective of the plan for the sector is to achieve self-sufficiency in fish production, create employment and generate revenue for both the government and the local population involved in fisheries activities.

The policy elements given in the strategic plan include the following:

- ensuring the long-term rational utilization of the inland fisheries resources
- using fish for improving the nutritional standard of the local population
- increasing Gambian private sector involvement in fisheries
- increasing employment opportunities and foreign exchange earnings.

The strategies that have been adopted in the plan include:

- human and infrastructural capacity building
- protection of territorial areas through surveillance mechanism
- provision of shore facilities
- development of the fishing potential especially of shrimps and crustaceans

- revising licences and other fees to reflect the management cost of fisheries resources
- strengthening the local associations and cooperatives in the industry
- regulation of fishing methods, gear and intensities
- ensuring that all fish caught in Gambian territorial waters by licensed fishing vessels are landed in The Gambia.

Implications of the Policies and Strategies

In pursuance of its strategies the Department of Fisheries has made recognizable achievements in trying to get more nationals to participate in the fishing industry through, among other measures, the establishment of community fisheries centres throughout the country.

In spite of these achievements, the Department has failed to protect and develop fisheries resources in line with its policy goals. The Department still grapples with the uncontrolled exploitation of the limited demersal fish resources which have been subjected to heavy exploitation. Also, the expansion of fishing through the creation of more and stronger fishing centres has over-fishing implications unless appropriate safety measures are put in place. With low technology processing facilities, health hazards will be created as a result of inadequate processing and disposal of waste. Fish curing using smoke poses a health hazard for the processors. It also leads, indirectly, to deforestation. Because of their concentration on the coast, they contribute to reducing the protection function of the coastal forest, especially mangrove ecologies, as a result of over-exploitation of these resources.

Expanding industrial fishing and fish processing is likely to generate additional waste that could be dumped at sea or on land. Therefore, developmental initiatives need to be subjected to environmental impact assessments to determine their suitability and proper location. In addition, the industrial exploitation of fish stocks, particularly of the demersal species, should be regulated.

Challenges and Uncertainties

The Department of Fisheries is constrained by a lack of sufficient personnel, material resources and equipment to effectively implement the policy provisions. Nonetheless, efforts have to be made to protect the aquatic environment. Resolving the conflicting use of the various aquatic resources by different interest groups is a challenge to all the stakeholders. Minimizing the threat of pollution to spawning sites from industrial and urban waste discharge and chemical residues in surface run-offs from agricultural lands is a challenge to the sector. The disappearance of water bodies or ponds as a result of changes in the rainfall pattern also constitutes a threat to inland fisheries.

Recommendations for the Fisheries Sector

Recommendations include the following that are relevant to environmental considerations:

- Capacity has to be created in the Fisheries Department for research into the dynamics of marine and inland fisheries resources and for effectively monitoring and assessing developments in the sector.
- The Departments of Fisheries, Forestry, and Parks and Wildlife Management need to collaborate closely to protect inland fisheries environments in order to ensure the existence of permanent spawning grounds for fisheries resources.
- Dialogue and consultation have to be established with other users of the aquatic environment, such as industry that discharges its waste into the waters, to ensure the non-pollution of these environments.
- Capacity must be built at the Community Fisheries Centres to ensure the use of proper fishing methods, processing materials, and handling techniques to reduce waste and create a healthy environment around the centres of the inland fisheries resources and habitats.
- Techniques other than fuel wood burning should be sought for fish smoking and drying in order to reduce the rate of woodland destruction in the vicinity of fishing centres. Alternatively, the centres' management committees should be encouraged to establish woodlots for fuel wood harvesting.

The Wildlife Sector - Policy and Strategies

A network of three national parks and three nature reserves has so far been established, the first being at Abuko in 1968. A total of 39,772 hectares of natural habitat areas have so far been set aside as part of these parks and reserve networks for nature conservation. This area is likely to increase as The Gambia strives to further protect a wider spectrum of wildlife and their habitat as desired in the Convention on Biological Diversity and the Ramsar Convention. The desire to arrest the disappearance of wildlife as a result of habitat loss and indiscriminate hunting is another driving force behind the creation of more reserves and parks.

The sectoral strategies for the development of the wildlife sector are:

- development of a wildlife/biodiversity policy, a draft of which was produced in August 1999, and currently under review
- increase the protected area coverage from 3.7 per cent to 5 per cent of the land area of The Gambia
- update fauna inventory checklist and conduct ecological research and training
- review the current Wildlife Act and Regulation to make provisions for the following: (i) involvement of local communities in wildlife management; (ii) access to resources control of alien species; (iii) incentive measures to promote biodiversity conservation and sustainability; technology (including bio-technology) transfer and access; (iv) benefit sharing and revenue retention arrangements; (v) wildlife outside of designated protected areas (ownership and protection issues)

- identify and implement compatible buffer zone management
- initiate captive breeding programmes in suitable protected areas
- design, develop and implement environmental education and public awareness programmes for the communities.

Implications of the Policy and Strategies

The strategies defined for the wildlife sector are environmentally sound. Apart from rehabilitating the wildlife habitats and sanctuaries, the establishment of a network of protected and well-developed parks and reserves will significantly contribute to general environmental protection. In addition the expansion of protected valuable wetlands as a source of livelihood for people and as a habitat for water birds is in line with the provisions of the Ramsar Convention. The resulting increase in the number of wildlife in both cases will also contribute to improving the nutritional status of the Gambian population that use these resources.

Similarly the contribution of the sector to employment creation and revenue generation from tourism will increase. However, there are negative aspects as well. The implementation of a strict protected area management system will virtually exclude other land use forms from the protected areas. Individuals and communities may therefore be denied a source of livelihood which creates fertile ground for conflict. These conflicts and those likely to arise with the planned extension of the protected area network need long-term solutions. Collaborative ventures with the local populations that will increase the acceptability of the sectoral programmes to the communities and thus ensure their long-term success should be examined. Joint management arrangements and revenue sharing are some of the possible conflict resolution mechanisms that could be employed.

Policy, Institutional and Capacity Issues

Until the recently developed draft policy, all activities in the wildlife sub-sector have been guided by the Banjul Declaration and the Act and Regulations enacted in 1977/78. In the light of population pressure on wildlife resources and habitats, there is a need to adopt the policy to provide the guidelines for development initiatives in the sector. For the Department of Parks and Wildlife to be able to effectively implement its policies, it needs to increase and develop its present personnel resources.

Challenges and Uncertainties

One of the biggest challenges facing the wildlife sector today is getting the public to accept wildlife development as an important activity for economic development and environmental protection.

Apart from seeing wildlife sanctuaries as a threat to agricultural production, because they are perceived as breeding ground for crop pests, the communities see the creation of parks and reserves as depriving them of useful agricultural land. Consequently the

Department of Parks and Wildlife together with its collaborating institutions, such as forestry, are faced with serious bottlenecks in their endeavours to achieve their policy objectives. Unless community acceptance is assured, sustainable wildlife development and habitat protection may be difficult to achieve.

Opportunities exist for the private sector's involvement in nature conservation works, especially in the light of the booming tourist industry. The challenge here, however, is to enable the private sector to access prime conservation areas, considering the customary land tenure system in the country. Other challenges include:

- the lack of involvement of the local communities in wildlife management and the sharing of benefits that accrue from this
- the communities viewing protected areas as their properties seized by government
- the setting of fires to habitat and the 'illegal' harvesting of wildlife resources
- the encroachment of farms into protected areas. These are all issues of conflict, in the light of which the strategic plan to increase the protected areas by 5 per cent of the land area of The Gambia can only make the situation much worse.

The Water Resources Sector - Policy and Strategies

The objectives of the sub-sector include the provision of safe drinking water supplies; assessment and management of the nation's water resources; water quality monitoring and enhancement; and production and dissemination of weather and climate information for, inter alia, the enhancement of food security.

Implications of the Policy and Strategies

At the national level, total annual exploitation of groundwater resources is less than 20 per cent of the annual recharge. However, because of the water resources development strategy and the expanded horticultural development, the country is witnessing an escalation in the construction of boreholes which have led to over-exploitation and pollution (through the seepage of salt water into some bore holes) in specific urban areas such as Greater Banjul.

The increased use of potable water in the urban areas and growth centres will result in environmental health problems unless the local government authorities construct adequate and effective drainage systems.

Policy, Capacity and Institutional Issues

In order to mainstream environmental issues into the water resources sector, the policy guidelines need to be updated to form the basis for development of the sector.¹¹ In

¹¹ To date it would seem that activities and developments in the water resources sector have been largely determined by the availability of project funding within the context of sub-regional programmes such as CILSS, and the programmes of other international and bilateral donor organizations like UNDP and the Japanese government. Instead, project activities should be defined in the context of national development needs.

particular, the programmes developed within the context of the Climate Change Convention should enhance the development of the sector.

The water resources sector has, over the years, successfully experimented with community-based water facility management and the experiences gained so far should form the basis for further development of the sector.

Challenges and Uncertainties

The authority to exploit the nation's water resources is vested, in separate Acts, in both the Department of Water Resources and the National Water and Electricity Corporation. This poses a serious challenge for the rational management and utilization of the water resource.¹² A mechanism needs to be worked out to allow for the orderly exploitation of the water resource. Perhaps a single institution responsible for the regulation of water use should be established.¹³

Recommendations for the Water Resource Sector

Recommendations for the sub-sector include the following:

- The government and Department of Water Resources should look into appropriate water harvesting techniques and storage facilities, particularly for the urban areas, for use in household sanitation.
- Water resource development should be coordinated with development activities in other institutions in order to minimize the environmental hazards associated with uncoordinated and unplanned water use and development and to reduce the related financial and health risks.
- The capacity of the Department of Water Resources should be strengthened especially in terms of the supply of monitoring and measuring equipment and trained staff for surface and ground water evaluation and assessment.
- Develop a comprehensive water resources, weather and climate policies that take into consideration environmental concerns.
- An independent water authority with powers to regulate and plan the use of both ground and surface water should be established to ensure the sustainable utilization of the resource.

12 On the one hand, by a separate Act and Regulation, a National Water Corporation has been set up to harness the ground water resources of the country particularly for municipal use. On the other hand, a national Department of Water Resources also exists, charged with the responsibility of ensuring safe water supply and the monitoring, assessment and evaluation of the national water resources base. While the Corporation has both a service and profit motive, the department only has a service mandate with little working human and material capacity. It would seem that a conflict in authority between the two institutions is, in the future, inevitable.

13 As indicated earlier in this document, increased production of horticultural crops is placing additional pressure on the ground water resources. The local government authorities are mainly concerned with raising revenues from levies placed on borehole operators, the Water Corporation is primarily concerned with making profit by expanding its water distribution network, and the Department of Water Resources is under pressure to ensure supply of adequate quantities of clean water to the rural areas. What is absent here is the authority and mechanism to regulate the exploitation. This authority could be vested in a new institution or in the non-profit making Department of Water Resources.

Other Land Resources Policies and Strategies

The Gambia has a very small mineral resources endowment, comprising ilmenite, rutile and zircon. The one other land resource is soil which is an important medium for agricultural production and is extensively used by industry in construction work. In the coastal zone sand is heavily mined for the burgeoning construction industry while in the inland area the same industry, in addition to sand, is also mining lateritic gravel for building and road construction. The recently enacted Mines and Quarries Act, 2005 gives the Geology Department, Office of the President, the control of all mining activities in the country, including sand and gravel. Beach sand and inland gravel mining are monitored within the auspices of the Coastal and Marine Environment Working Group (NEA), with the Geology Department taking the lead in the enforcement of the Act.

In the urban areas, the absence of recreational parks is both environmentally unhealthy and socially depriving. Uncontrolled infrastructure development has caused the encroachment of developments into previously designated green belts or recreational parks in Greater Banjul.¹⁴

Implications of the Policy and Strategies

Armed with the Mines and Quarries Act and despite limited resources, the Geology Department has not been able to completely stop illegal beach sand and laterite mining in restricted areas. The lack of a policy on soil use and exploitation has a likely negative implication for agricultural development as well as for coastal protection. Similarly, the urban environment may get warmer unless the planting of trees and the creation of open spaces for recreational purpose are given proper attention.

Policy, Institutional and Capacity Issues

The current erosion along the coastal zone is a cause for concern. There is a need to understand the dynamics of the ocean system, and the impact on wave dynamics of the development activities taking place along the coast. There is insufficient knowledge in the country on the coastal dynamics and only limited financial resources are available to address the current problem. What is required now is the suspension of construction activities along the coast until such a time that sufficient scientific and technical knowledge is gained to permanently address the situation. This does not however preclude the need to adopt temporary mitigation measures.

Challenges and Uncertainties

One major challenge facing the government is the need to identify alternative building materials to sand, which will help protect the coastline from further degradation.

¹⁴ Parks and other urban forestry activities have important environmental functions such as controlling radiant energy from solar radiation and tempering the temperatures in urban settings. Also, parks provide resting places for socially stressed populations of the urban areas with consequent positive effects on the mental and physical health of the population.

Recommendations for Other Land Resource Policies and Strategies

- The authority vested in the Geology Department should be matched with the requisite resources to monitor and enforce the provisions of the Act.
- A comprehensive study of the coastal zone needs to be urgently conducted to provide an insight into the appropriate intervention for the long-term protection of the coast and its resources.
- A coastal development policy is required for planned development along the coast and the sustainable utilization of coastal resources.
- The local government authorities should employ urban forestry interventions and enforce park development for a better urban environment.
- The local government authorities should review the land policy and legislation with a view to ensuring that natural resource management issues are fully addressed, in order to, for example, avoid potential conflicts during the implementation of the various policies.

Trade and Industry

Trade

Specific Objectives

The trade policy framework focuses on creating and maintaining a favourable environment for private investors, enhancing market access, and boosting productivity in selected sectors. It also supports the expansion and diversification of exports, in particular by the development of an export processing zone, which is described more fully under the section on Industrial Policy.

Implications of Policy Objectives on the Environment

The main objective of the trade policy is to increase the flow of goods in and out of the country. With this increase, there is the possibility of goods entering this country that could be harmful to the environment that the authorities were not previously aware of. Increased flow of goods could also lead to greater quantities of waste materials from the traditional import and export items. Another implication of more goods flowing through the country is that the facilities which handle the goods, be they the port, roads, or border crossings, could be subject to greater "wear and tear".

Recommendations for the Sector

It would be useful for the NEA to know the various kinds of imports that are allowed into the country and to ensure that they meet environmental regulations as set forth by the relevant regulations. In addition to that, the government could encourage the importation and production (for exportation) of "green" products through tariff differentiation, that is, reduced tariffs levied on goods that are not harmful to the environment.

This would be quite a challenge,¹⁵ particularly at a time that the government is trying to simplify the tariff structure by reducing the number of tariff bands. At the very least, an understanding of the tariff structure and how the government decides at what rate products are taxed might be useful for the collaborating institutions.

Industry

Specific Objectives

The ultimate objective of the National Industrial Policy is “to establish the conditions required by the private sector to maximise gainful employment at ever increasing levels of productivity within a framework of a sustainable environment, social justice and equity”. It will focus on two key elements to meet its objective:

- the development of a foreign investment driven export sector by designing a special incentive package for export-oriented investment and ensuring the smooth functioning on a one-step investment service
- domestic primary resource based industrial sector driven by both foreign and local investment comprising small, medium, and large enterprises and catering for export as well as domestic demand.

Implications of Policy Objectives on the Environment

In order to attract these new industries to The Gambia, the government has adopted new policies that would induce investment. Investors would be eligible for the status of special investment if the investments are in the high priority area, namely, health, education, agriculture, agro-tech industries, fisheries processing, aquaculture, manufacturing, new hotels, development banking and information technology and if the investment of foreign assets has the value of US\$10,000.

Criteria to be met to receive incentives include:

- the extent to which the proposed investment will contribute towards The Gambia's development objectives
- the extent to which the investment will make use of Gambian resources including labour, natural resources, services and foreign exchanges
- the extent to which investment will contribute to the training of Gambians
- the impact which the activities of the proposed enterprise will make on the environment and, where necessary, the measures proposed to deal with any adverse environmental consequences.

An investment centre has been proposed to be responsible for the initiating and coordinating investment promotion activities, including evaluating proposals and

¹⁵ Looking at two products of the same nature, one is produced more naturally and/or will do no harm to the environment compared to a product produced more synthetically and/or do some harm, and differentiate how much tariff should be paid on each product.

coordinating activities of the various departments of government involved in appraising the proposal.

As part of these policies for industries to be attracted to The Gambia, the government is promoting the Trade Gateway Initiative. As part of the Initiative, an Export Processing Zone (EPZ) has been proposed in the seaport and/or the airport to attract foreign investors. The EPZ encourages the assembly or manufacture of goods primarily destined for export markets.

Recommendations for the Sub-sector

The NEA must be aware of various impacts of these proposals. First, the various elements of the Trade Gateway Initiative must include environmental assessment and regulation. Environmental concerns must be taken into consideration as the initiative develops. Oversight of the EPZ is necessary to ensure that it is developed on land that is appropriate for industrial zone. The impact on human beings, land, water resources, air quality, flora and fauna and other secondary impacts must be evaluated.

Second, as each individual industry is established, the NEA, through the EIA process, must be a part of that approval process. The investment criteria require that the project proposal includes the impact which the activities of the proposed enterprise will make on the environment and, where necessary, the measures proposed to deal with any adverse environmental consequences. If new plants are built in the country, then they will create waste, use energy, cause pollution, etc. It is important that NEA's intervention be at both the planning and implementation stages of each project, so that they can monitor the site and the by-products, and determine the impact on the ecosystem.

The challenge that the NEA faces is to educate the private investor on the importance of understanding what effects the plant or industry might have on the environment and to ensure that this will not happen. The investment criteria regarding the environment have to be enforced. The NEA must work with the proposed investment centre in evaluating the proposal. The legal requirement for an EIA enforced by the NEA must be enacted as part of the process of getting the project approved. Otherwise, private industries will most likely bypass this stage. The regulations must be enforced once this legal requirement is made.

However, the NEA must have appropriate people - public and private - trained to conduct the EIA process, review impact statements, and conduct audits. Without this training and awareness, impact assessment cannot be done properly and the potential impact of any new project on the environment will not be known.

For small-scale enterprises and those in the informal sector, environmental education and awareness must be continually raised so that these entrepreneurs understand the impact of certain activities on the environment. This can be done by using the various media channels. The importance of environmental assessment can be shown through various training sessions. Communicating these ideas will however remain a challenge.

There is a real need for approaches designed to engender greater social and environmental responsibility on the part of the private sector. This needs to be thought out carefully and nurtured. By their nature, private businesses are usually not willing to integrate such issues into their corporate strategies. It must however be done in a way that encourages businesses to address the issue, or makes it difficult for them not to do so.

Tourism

Objectives of the Sector

Tourism is the fastest growing sector of the economy. The Ministry of Tourism oversees and coordinates the policies regarding this sector and the management of its activities. In 1995 the National Policy for Tourism Development for 1995-2000 was initiated. The Policy has outlined what areas need additional enhancement in order to improve and expand the tourism sector.

Implications of Policy Objectives on the Sector

In the late 1980s and early 1990s the standard of tourism services was raised through projects to improve the road network, water and electricity supplies within the tourism area, horticultural production, and training of hotel workers.

As tourism expands, there will be greater need for adequate infrastructure facilities in the areas of road networks, sewerage, water and electricity supplies, and accommodation facilities. In addition, solid waste collection and disposal facilities will be in greater demand. Therefore, good management and optimal utilization of the Tourism Development Area are necessary to ensure that these needs are met in a way that is not harmful to the environment and natural habitat. The Ministry of Tourism must work with the NEA and Ministry of Local Government and Lands to enhance the TDA. A plan for land utilization of the TDA is being developed, and it would take into consideration the potential environmental impact of new infrastructure (sewerage, changes to the landscape, etc).

Efforts are being made to broaden and upgrade the tourism market. For example, eco-tourism is being promoted by the Ministry of Tourism through the NEA. Eco-tourism involves travelling to relatively undisturbed or uncontaminated natural areas with the specific object of admiring, studying, and enjoying the scenery and the diverse wild plants and animals, as well as any existing cultural features found in these areas. Local communities could benefit from these tourists who would want to experience the local lifestyle. The government is encouraging efforts to increase tourist centres in the provinces, improve transportation up-country by land and river, and open up and preserve cultural antiquities, nature parks, sacred pools and bird sanctuaries located throughout the country to encourage eco-tourism. Up-country tourism must be regulated so that local communities are not inundated and no potential damage to these natural and cultural environments would result.

Recommendations for the Sector

The Ministry of Tourism and Culture plans to classify hotels and to encourage the growth of better quality hotels. Maintaining certain levels of quality control in hotels, restaurants, and tourist products would ensure a high level of satisfaction among tourists. If these measures and controls could be put in place, the NEA and other relevant agencies would be in a better position to monitor the effects these industries would have on the environment.

Infrastructure and Expenditure

Infrastructure

Policy Objectives and Implications for the Environment

The lack of a national infrastructure development plan notwithstanding, the government is in the process of developing policies and/or formulating regulatory frameworks in the areas of public utilities, namely telecommunications, energy and transport (including roads, ports, etc).

For the telecommunications sub-sector, the main policy objective is "to increase the access to, and reduce the cost of, telecommunications in The Gambia". The specific measures to be taken by the government to achieve this policy objective are twofold, namely to establish a regulatory framework for the telecommunications sector, aimed at deregulation and enhanced private sector participation; and to restructure GAMTEL by separating telecommunications from radio and television activities. While the second measure is not likely to have any direct impact on the environment, the first may lead to a greater number of satellite antennas and local networks.

While the direct impact this might have on the environment is not known, it is nonetheless recommended that provisions to protect the environment be included in the regulatory framework for the sub-sector. The critical uncertainty in this recommendation is whether the government will have the resources to identify and monitor potentially harmful practices in the sub-sector, once participation is open to a large number of private sector firms.

For the energy sector, the government plans to increase, in an economic and environmentally sound manner, the supply of electrical power, petroleum products, and household fuels in support of more rapid economic growth and an improved quality of life for the Gambian population. To this end, the government plans to do the following: prepare an energy sector policy; provide guarantees of open access to petroleum storage facilities to increase competition among oil companies; and to establish a regulatory framework for electricity power supply and to open the ownership of NAWEC to the private sector.

The government recognizes the need for an energy sector policy to promote techniques that are much less damaging to the environment. In this respect, the proposed energy policy would seek to both encourage better demand management of energy resources and to encourage the production of energy from more environmentally acceptable sources. Furthermore, the policy would recommend measures to: reduce the heavy dependence on fuelwood by introducing more efficient cooking stoves; expanding the sustainable production of bio-energy sources; implementing a sustained program of forest regeneration and afforestation; introducing petroleum fuel substitutes; and promoting the use of solar energy in hotels and public buildings. As a first step towards the sustained programme of forest regeneration and afforestation, the government has transferred the management of some forestry resources to local communities. While the proposed decentralization is necessary to ensure effective management and utilization of local energy resources, defining the "local community" as an entity for legal purposes could prove difficult. Other critical issues for the proposed energy policy include the need to recommend measures to encourage a change in the design of public buildings to promote the use of solar energy in such buildings; and in getting the private sector to use solar energy in hotels, particularly if the hoteliers do not consider the investment profitable.

At present, the petroleum storage facilities are all owned and operated by a single firm, and this appears to stifle competition. To foster competition, the government plans to implement measures to guarantee open access to the oil storage facilities. Should this lead to lower costs and cheaper fuel at the filling station, more energy would be consumed which may lead to greater pollution levels.

The government plans to make the electric power sub-sector more competitive and to open ownership of NAWEC to the private sector. Greater competition and more private sector participation in the sub-sector may lead to higher levels of pollution, since private sector firms are generally much less willing to deal with environmental problems that result from their activities. Since the government proposes to develop a regulatory framework to accompany this policy, it is strongly recommended that provisions in the framework adequately cater for pollution control and other environmental considerations. In this case, the government will ensure that it is in a position to enforce the regulations.

The government plans to adopt a national transport policy, which is currently being discussed at the Ministry of Works, Construction and Infrastructure, with a view to setting up the regulatory framework and establishing priorities in the sector.

While the national policy is under discussion, policies in this sub-sector are either proposed or are being developed out of expediency. For example, roads have not been properly maintained in The Gambia and this has led to a deterioration of the national road network over the years. The government now plans to adopt an effective road maintenance policy and to establish a Highway Authority to implement the policy. An effective road maintenance policy is likely to be beneficial to the environment since it will reduce pollution from eroded road surface materials and from vehicular waste materials, including spent fuel and oil, and used spare parts.

There is also an air transport policy, the main objective of which is to provide efficient and safe services in line with international standards and based on sound management. To this end, a modern passenger terminal facility has been constructed at the Banjul International Airport to cater for increased passenger and cargo handling. The Kuwait Fund has also agreed to provide US\$10 million for the construction of an extended aircraft parking apron, provision of additional aircraft taxi-ways, a second standby generator and sewerage facilities. Increased air traffic could lead to increased air and noise pollution. It is recommended that the air transport regulations include provisions to protect the environment in the areas surrounding the airport.

The seaport continues to be expanded to become a leading centre for trade and distribution of goods within the subregion. In pursuance of the Trade Gateway Initiative (see section on Industry above), Vision 2020, the Third Banjul Port Development and Freeport projects, the three components under the Banjul Third Port project have been completed. Equally the construction of bonded warehouses has been completed.

Recommendations

For all the proposed developments, there is a strong emphasis on construction (both buildings and civil engineering works).¹⁶ There is a need for environmental considerations, through Environmental Impact Assessment, in developing these projects. But beyond that, construction of these facilities generates a huge demand for beach sand in the country, and beach sand mining has led to serious coastal erosion. Although the government is well aware of the problem and has taken some steps to alleviate the effects, the problem remains significant. Sand mining was transferred to Kartong, yet mining still takes place near prohibited areas.

The embargo on sand mining in prohibited areas must be enforced. However, as long as beach sand is being used in construction, coastal erosion will continue, irrespective of where the sand is mined. Therefore public and private sectors together need to explore the possibility of using alternative materials to beach sand in construction. Please refer to the section on “Land Resources” discussed earlier in this document.

Expenditure

The capacity to programme, monitor and execute government investment needs to be strengthened so that investment decisions suit the country and that public funds are used in the most efficient and effective manner. The likely impact on the environment of these investments should be included at this level of decision-making.

It is essential that the government be in the forefront of incorporating Environmental Impact Assessment on the new projects at the proposal stage. If the government does not take the lead in doing this for its own projects, it would be difficult to convince the private sector about the importance in doing it for their projects. If the potential impact

¹⁶ Construction services are also demanded in tourism, housing, and industrial and commercial premises.

on the environment and the possible mitigating measures are not taken into consideration in the planning stages, the end result could be harmful to the environment.

However, in order for government planners to take EIA into account, they need to be educated in various environmental aspects of investment projects. They need to be trained in EIA concepts, their role in the implementation of the EIA process, and in the evaluation of the assessment. They need to include the results in the planning and implementation stages of the proposed projects, particularly government-sponsored infrastructure development projects.

This is quite a challenge for both the NEA and government planners as well as private consulting firms. The NEA must first have trained personnel to educate government planners and the private sector in these issues, and personnel to review the impact studies. It is important that government planners approving specific expenditure items have the overall economic (including environmental) and financial situation in mind. Since the Ministry of Finance and Economic Affairs is the main spending authority of government, the NEA should seek to develop close collaboration with it in this area.

The experience of the Department of Physical Planning and Housing in implementing Development Control Regulations (DCR) has not been encouraging. Senior staff members indicate that enforcement of the DCR has not been possible as the department lacks adequate resources. The number of building inspectors is small and they can therefore not cope with the scale of inspection required. Therefore, the regulations continue to be contravened.

Local Government Reform And Decentralization

The Government of The Gambia proclaimed a commitment to decentralization in April 1993, but a concrete policy framework and action plan was approved only in December 1997. In Vision 2020, the government "... seeks to encourage participatory governance and a balanced development. Government shall pursue an intensive political and institutional decentralization process. This will contribute to poverty alleviation and diffuse the different socio-economic tensions that spring out of rapid population growth, rural - urban drift, unemployment and regional disparities in economic development".

The Local Government Reforms were therefore conceived and designed with these pronouncements in mind. The Reforms try to provide reasonable opportunities for the improved and sustainable management of our environment and natural resources.

Broad Goals of the Local Government Reforms

The Local Government Reforms have the following objectives:

- To extend the process of decentralization to the local level by promoting the direct participation of the population in the management of their own affairs

- To promote a spatially integrated approach to development which starts from the people themselves.

These broad objectives of the Reform initiative are designed to empower the communities to take control of, and be responsible to, their environment and natural resource base as well as their own development. The policy direction gives them the mandate to set out and implement their own development agenda. Participatory environmental management in The Gambia has succeeded because it is based on the premise that local people are important and must be involved in the search for solutions to their problems.

Policy Implications and Proposed Actions

The policy is designed to devolve authority from the centre to the local level and to ensure that the necessary basic human and infrastructure requirements are in place at the local level. Both have implications directly on the environment or specialised agencies working on environmental issues. The reform is not calling for only active participation of the local people in natural resource management but also ownership and sharing of benefits from such resources within their localities. With devolution, there is greater a chance that the latter would take control of, and responsibility for, the management of their environment and natural resources.

However, a potential conflict does exist between sectoral environmental planners and local perceptions and needs, in which case the policy provides absolute authority to local bodies. The policy direction, therefore, requires that the anticipated environmental and/or natural resources activities should be based on the local people's needs and priorities. Thus, the policy advocates an integrated “bottom-up” planning approach.¹⁷

Another policy implication of LGR is that it aims at creating a local environment that will encourage people to remain in the villages and towns in the rural areas. This will certainly put additional pressure on natural resources such as land, forest, fisheries, and wildlife products. The challenge therefore is to find and encourage a sustainable use of these resources especially in view of the anticipated pressure resulting from the effects of the Reform.

Nonetheless, the LGR creates opportunities for sustainable environmental and natural resource management through its synergy with the GEAP, which also requires a strong commitment to community participation and institutional strengthening.

The “bottom-up” planning approach will provide maximum opportunities for local beneficiaries to conceive, plan, implement and evaluate environmental related projects and programmes. There should therefore be an increased awareness creation and

¹⁷ This is contrary to conventional planning techniques which are based on individual sectors and largely “top-down”. This shift in approach calls for a rethinking of old practices, with a view to making them better responsive to local needs and concerns. Participatory environmental and natural resource development planning is essential in this regard.

capacity building at the local level, to facilitate the incorporation of environmental concerns into future Community Action Plans developed at the local level. Such an approach will provide the basis for sustainable local environmental planning and development, especially within the context of the LEAPs.

Both GEAP and LGR recognize and respect the local people and accept the fact that it is only through and with them that sustainable development can be achieved. The LGR calls for the institutionalization of local community involvement at all stages of socioeconomic development projects (planning, implementation, and evaluation) implemented within their geographic zones.

Policy, Institutional and Capacity Issues

The Local Government Reform calls for the institutionalization of the GEAP to decentralized local structures at regional, ward and village levels. However, the present local authorities do not possess sufficient skills and expertise in the area of environmental and natural resource management, and they would therefore require some capacity strengthening (training, skills update, provision of short-term experts, etc) to enable them to live up to expectation. The GEAP has a pivotal role in building the capacities of such local structures and subsequently use them as vehicles for the implementation of environmental projects and activities. At the local level, there exist numerous organizations and *kafo* which traditionally have had environmental concerns. The strengthening of the institutional capacities of such organizations, for increased and sustained environmental development efforts, is more cost-effective than establishing new structures outside the basic social fabric of the communities.

Challenges and Uncertainties

Government policies on, and definition of, ownership and user rights of natural resources are unclear. This situation is likely to militate against the effective implementation of GEAP II. There is a growing divergence between state agents' perceptions and those of the local communities. Therefore the LGR, which emphasizes power to the people, has seen the need for a review of existing acts and legislation with a view to integrating local perceptions, interest, knowledge and skills, in the body of laws, rules and national programmes that affect the interest and well-being of the local communities.

The deep-rooted conventional approach of "top-down" development as currently practised by environmental sectoral agents could affect the implementation of both the LGR and the GEAP if left unchecked. Sectoral planning and development initiatives in the field of environment should therefore take cognizance of the new approach for successful implementation of GEAP II.

Activities that improve the environment (such as efficient land use) are generally perceived by local dwellers as beneficial only to outsiders. Awareness creation and education are therefore necessary for stakeholders to understand the benefits accruing

from environmental conservation efforts so as to raise the level of their interest and commitment to the programme. Furthermore, the decentralized local structures should be given both the responsibility to control and the resources to manage their environment in order to achieve maximum results. Local people have a lot of relevant knowledge about their environment, on which interventions and technical improvements can be developed.

3 Strategy Identification

GEAP II Programme Strategy

The strategy for implementation of GEAP Phase II has two main principles, namely:

- Building on the gains that have been made and overcoming constraints encountered in the implementation of GEAP Phase I
- Identifying and implementing new actions aimed at meeting the emerging challenges brought about by more recent developments, as discussed in section 2.

The strategy will encompass nine basic themes to develop a fully effective and financially self-sustaining environmental management system for The Gambia over the long term. These themes have been identified as:

- Improving the performance of the policy and institutional framework
- Incorporating environmental considerations into the economic decision-making framework
- Advocacy and sensitization for sustainable development
- Support for decentralization and local government reform for community-based natural resource management and sustainable development planning
- Engaging the private sector and parastatals for sustainable resource use
- Strengthening the regulatory framework and enforcement of the codes
- Sustainable management and protection of the coast and its resources
- Improving the performance of municipal authorities in solid waste management
- Developing a self-sustaining environmental management system for The Gambia

Theme 1: Improving the Performance of the Policy and Institutional Framework

The institutional framework will be strengthened to address some of the shortfalls in GEAP Phase I design and implementation, while at the same time trying to meet the emerging needs and challenges of GEAP Phase II. The framework will be redesigned in order to improve the performance of the policy and institutional framework.

The National Environment Management Council (NEMC)

The NEMC was dormant during the second half of the first phase of implementation of the GEAP. Making the Council operational is critical for this second phase of implementation of the GEAP as this ensures that there is continued political commitment to the GEAP Phase II implementation process. The NEMC will be activated through the development of a yearly policy paper and quarterly plan of work. This policy paper, which will be developed in consultation with the key partners involved in GEAP Phase II

implementation, will be prepared in consultation with the Office of the President. It will highlight the major policy issues that the NEMC is expected to address in any given year. A plan of action will then be developed for the quarterly meetings of the NEMC. The NEA will coordinate the activities of the NEMC and a reporting mechanism will be devised to report back to the Council. Such an arrangement will provide a feedback mechanism between policy, planning and action and should improve the implementation process.

The Technical Advisory Committee and Cross-sectoral Working Groups

While the cross-sectoral working groups were established in GEAP Phase I, the Technical Advisory Committee (TAC) was not, as required by NEMA. Under GEAP Phase II, the TAC will be established and it will comprise the Executive Director of the NEA and fourteen/fifteen (Chairman NPC) members including chairman NPC, whose expertise reflects the various fields of environmental management. This committee will provide an important link between the NEMC and the implementing institutions, including the NEA. It will, among other functions, review programme implementation and make recommendations for the Programme's revision as required.

The composition and terms of reference of the working groups, which constitute one of the most functional arms of the institutional framework, will be revisited with a view to making them much more relevant to current challenges and operate in a self-sustaining manner. This is particularly important in the light of government's decentralization policy and local government reforms, which call for the development of working relationships between the national working groups and the regional and community-based institutions. This proposed arrangement will provide another important feedback mechanism for linking policy to practice.¹⁸

The National Environment Agency

The NEA's mandate will be reviewed to give it stronger enforcement powers so that it can regulate the management of the environment in a more effective manner. In addition, the needs of the sectors and the different stakeholder groups will be reviewed and institutional mechanisms devised to make sure that the NEA becomes more responsive to these needs. This means that the internal organization of the agency will itself be reviewed as programmes and staffing needs do change over time.¹⁹ Additional staff will be employed as required to enable the NEA to respond adequately to programme needs. Furthermore, management's capacity in policy formulation and development will be strengthened so that policy formulation and analysis, planning and monitoring, administration and finance are more focused and integrated.

¹⁸ In addition, the working groups will become more proactive and provide a much-needed service as a clearing house mechanism for planned sectoral activities and conflict resolution for the different sectors.

¹⁹ This review is imperative in addressing the environmental implications of the macroeconomic policy which aims at achieving maximum growth, and the reform processes for local government and the social sectors, which aim at strengthening local government institutions and transferring decision making responsibility to the sub-national and local levels.

At the operational level, the NEA will ensure that:

- meetings of the Technical Working Groups are held at least once every quarter
- implementation of sub-programmes designated to implementing agencies are monitored through periodic updating of work plans that they will be required to submit for the respective activities that they will be implementing
- implementing agencies at all levels will designate staff to work with the NEA/Working Groups, including the field levels (i.e. with the Local Environment Committees
- it prepares progress reports for submission to, and review by, TAC twice every year.

Through the above, the NEA will become more proactive and service-oriented so that it can maintain its relevance and is able to carve out a niche in the overall national institutional framework.

Other Stakeholders

Although the development of environmental policy through the GEAP was one of the most participatory processes in The Gambia, the level of participation of local communities and other stakeholders in the implementation process remains inadequate. In an effort to secure positive action on the ground, the following measures will be taken under GEAP Phase II:

- 1 Closer collaboration will be encouraged between the three departments that are charged with implementing the three different Conventions (on desertification, biological diversity and climate change). In addition to that, capacities will be built and /or strengthened at various levels of the national and local institutions for effective (further) development and implementation of GEAP Phase II, in the context of the various National Action Programmes which contribute active ingredients to sustainable natural resources and environmental management.
- 2 At the central level, the capacity for policy analysis will be enhanced at the various Departments of State and their sectoral departments to ensure that informed choices are made in development programming. Furthermore, the scope of the *State of the Environment Report* will be expanded to include analyses of trends and provide decision-makers in government with various scenarios of possible environmental impact from different patterns of development.
- 3 At the regional level, the Area Environment Committees (including the Provincial Area Environment Committees, the Kanifing Municipal Area Environment Committee, and the Banjul Environment Committee) will be formalized as provided for in the NEMA 1994 and the Local Government Act 1991. The committees will be provided with technical assistance and training to assist them in their main functions which include: (I) integrating environmental considerations into all plans, projects, and strategies of the Area, the Municipal or the City Council, as the case may be; and (ii) coordinating the activities of the NEA relating to the management of the environment and natural resources within

their jurisdiction. Specifically, they will also be assisted to prepare, implement and monitor the respective local environment plans.

- 4 At the village level, the Village Environment Committees and the Ward Environment Committees will be assisted to develop mechanisms to execute their functions which include: (i) carrying out public education campaigns and encouraging the public to participate in making decisions about the environment; and (ii) mobilizing the people within their jurisdiction on the basis of voluntary self-help to identify and restore degraded resources, as they may be specified with the LEAP and other National Action Programmes.

Theme 2: Incorporating Environmental Considerations into the Economic Decision-making Framework

The Macroeconomic Decision-Making Processes

The major macroeconomic decisions are taken at the level of the Cabinet, the High Level Economic Committee and the Ministry of Finance and Economic Affairs. Currently, elements of the GEAP are not integrated into these decision-making processes. During GEAP Phase II implementation, the government will put in place institutional mechanisms which ensure that the two main GEAP support institutions, namely the NEMC and NEA, are part of that process.

One means to this end is through the creation of the Environmental Economic Working Group to comprise representatives of DoSFEA, DG of NPC, the NEA and other Departments of State involved in national infrastructural development. This working group will advise government on ways to improve the public expenditure programming and monitoring system, to include the incorporation of environmental considerations into the Public Investment Programme and other expenditure decisions.

The Municipal Development Decision-making Process

With the creation of the Area Environment Committees (in each Area Council), the Kanifing Municipal Environment Committee, the Banjul Environment Committee, legal provisions will be made for the Committees to integrate environmental considerations into all plans, projects, and strategies of the Area Committee, the Municipal Committee, or the City Committee, as the case may be.

Engaging Stakeholders in the Productive Sectors of the Economy

Targeted and specialized sensitization and training programmes will be developed for policy and decision-makers in parastatal organizations, private sector firms, and NGOs for them to appreciate the need to incorporate environmental concerns in the microeconomic decisions. This is important in that these stakeholder groups make the major decisions with respect to microeconomic issues and their understanding of the issues at stake could influence the way they make decisions.

Environmental impact assessment procedures will be part of the training to ensure that environmental considerations are taken in developing the productive sectors of the economy.²⁰ Institutional relationships will be developed with the private sector so that platforms for dialogue and conflict resolution are established. This will be done with the Gambia Chamber of Commerce and Industry, the Gambia Hotel Association, Agricultural Producers Associations, the Association for Construction and similar organizations. These institutional mechanisms are important in that they will also afford the NEA the opportunity to better appreciate the decision-making process within the private sector with a view to forging meaningful partnerships.

Theme 3: Advocacy and Sensitization for Sustainable Development

The preparatory process of GEAP Phase II would capitalize on the recent expansion of the mass media in the country to further raise the awareness of all residents in The Gambia, and to solicit greater popular support for GEAP Phase II.

GEAP Phase II would develop a comprehensive and aggressive awareness and sensitization campaign to target staff of sectors not directly involved in GEAP Phase II implementation, but who are nonetheless important elements in the national decision-making process. These would include the National Assembly, Steering Committees for the World Bank and International Monetary Fund programmes, Vision 2020 Think Tank, Trade Gateway Committee, directors of public enterprises, and selected private sector policy and decision-makers.

Print and broadcast media personnel will be sensitized on GEAP II and an advocacy and sensitization programme on GEAP II will be developed and implemented by the EE&C Working Group.

Theme 4: Support for Decentralization and Local Government Reform for Community-Based Natural Resource Management and Sustainable Development Planning

Decentralization of Environmental Management

In an effort to extend coverage beyond the GBA, GEAP Phase II will involve other stakeholders, especially where the issues will look at practical solutions of location-specific problems directly affecting the villagers within their immediate locality. As indicated in the management arrangements for GEAP Phase II, implementation will be decentralized. The NEA would effectively utilize the structures already in existence in local communities in its attempt to decentralize the GEAP II implementation. Where the necessary structures are not in place, GEAP Phase II resources will be used to establish them. The LEAPs, which were developed at the village, district and regional levels through collaboration with the Departments of Water Resources, Forestry, and Parks and

²⁰ Including agriculture and livestock, natural resource exploitation, industry, tourism and infrastructure development.

Wildlife (in their respective international conventions of climate change, desertification, and biodiversity), would be the main framework for intervention at the local level.

Print and broadcast media personnel would be sensitized about GEAP II and an advocacy and sensitization programme developed with the EE&C Technical Working Group and implemented on a continuous basis.

Establishment of Viable Community-based Natural Resource Programmes

Farmers engaged in non-sustainable agricultural practices would be provided with viable alternatives by the sectors concerned. The National Agricultural Research Institute (NARI) has an adaptive demand-driven agricultural research system that develops appropriate technologies (i.e. integrated pest management, biological pest control mechanisms, soil fertility amendment strategies etc) for farmers. Under GEAP Phase II, an effective collaborative mechanism would be developed between the NEA, Department of Agricultural Services, Department of Forestry and NARI to promote the generation, dissemination and utilization of such appropriate technologies so that farmers have the best practices and options for crop and livestock production, as well as sustainable natural resource utilization.

Adequate legal provisions (addressing land tenure, bush fires, recalcitrant community members, etc) would be made for community participation in environmental and natural resource management.

Increased Role for Non-governmental and Community Based Organisations

The number of international and national NGOs operating in the country has increased over the last decade. These NGOs have different mandates and are operating at field level with CBOs on environmental and natural resource management concerns. The NGOs have access to resources and their decision-making processes are less cumbersome than those of government. They can be more effective working with CBOs. NGOs have the advantage of being able to elicit, encourage and promote beneficiary leadership better than their government counterpart institutions.

The indigenous communities' knowledge of, and experience with, local conditions would be used to assist NGOs develop environmental and natural resource management programmes. The Association of Non-Governmental Organizations (TANGO) and the National Non-Governmental Organizations Affairs Agency are the main institutions responsible for the coordination of NGO affairs in the country. Through TANGO, a well coordinated framework between the NEA and the NGOs on the one hand, and NGOs and CBOs on the other will be developed to address environmental and natural resource management within the context and framework of the LEAPs.

Bottom-up” Planning Process - a Regional Coordinating Committee Initiative

Under GEAP Phase II, policy development and implementation will be made much more participatory. This calls for a “bottom-up” approach to policy development which will take into account the very basic requirements of the community, and the regional and village-based structures will be used in this effort.

The Regional Coordinating Committee (RCC) with the Governor of Western Region as the Chairperson has been restructured into six thematic sub-committees i.e. Agriculture, Natural Resources and the Environment;²¹ Institutional Building; Health, Population and Family Planning; Economic Production; Micro-enterprise, Savings and Credit; and Water and Sanitation. These thematic sub-committees are broad-based multi-sectoral in nature as opposed to the previous sectoral/institution – related set-ups. These committees take the lead in handling respective thematic issues, and periodically report to the main RCC. This thematic sub-committee arrangement facilitates the planning, coordination and implementation of the programmes, projects and activities of the region.

District Development Committees will be established and strengthened by the setting up of Village and Ward Development Committees that collaborate with the RCC sub-committees for the planning, coordination and implementation of programmes, projects and activities at the district level.

Theme 5: Strengthening Public and Private Sector Capacity to Manage the Environment

As indicated earlier, the professional capacity of both the NEA and line departments would be enhanced in order that the expected outputs of GEAP Phase II are met.

In the private sector, there is also a clear need for training and skills development in the areas of environmental policy analysis, environmental impact assessment and environmental legislation. These would be provided under GEAP Phase II and that should help in the incorporation of EIA as a tool in environmental management.

At the regional levels, the capacity building exercise would centre around environmental education work at the community level as well as training and skill development in project planning, implementation, and monitoring and impact assessment. Technical and resource constraints will be addressed.

Implementation of the LEAPs should partly address the capacity issue for effective implementation of GEAP Phase II. Possible linkages with existing and planned programmes will be explored and exploited in order to provide for the smooth implementation of GEAP Phase II.

21 This is equivalent to the Area Environment Committees as provided for in both the NEMA, 1994 and the Local Government Act 1991.

Theme 6: Strengthening the Regulatory Framework and Enforcement of the Regulatory Codes

Though gains have been made through the enactment of legislation, the weak regulatory framework and the lack of action in enforcing the relevant regulatory provisions pose one of the most serious challenges to GEAP Phase II. These challenges include the enforcement of environmental impact assessment regulations, the enforcement of mitigation measures, the implementation of environmental audits, and the implementation of an industrial registration and discharge permitting system.

The growth in economic activity that is envisaged in the various productive sectors in the next few years calls for an urgent need to put in place adequate safeguards to maintain a sound, sustainable and healthy environment. For this reason, the NEA will be given the legal mandate to enforce the regulatory provisions for environmental assessments, audits and pollution control. Other environment related legislation will be reviewed and viable enforcement mechanisms put in place. At the same time, the capacity will be developed in both public and private sector firms for conducting environmental reviews and assessments.

Theme 7: Sustainable Management and Protection of the Coast and Its Resources

Coastal Zone Management

The coastal zone in The Gambia is one of the most economically active in the areas of tourism, fisheries, sand mining for construction, and trade. At the same time, the area is significant for its ecologically sensitive sites, such as mangrove swamps, bird sanctuaries and forest parks, and for its important landmarks such as cemeteries and cultural heritage sites.

Over the years, unregulated development and uncontrolled exploitation of its resources have had a negative environmental and social impact on the area. Considerable beach erosion has taken place to the extent that the beach is being lost, and the tourist industry, which is to a large extent dependent on the beach, is seriously under threat.²²

One of the main reasons for inaction in the coastal area is the absence of an institutional framework through which this area can be regulated. GEAP Phase II will put in place a process to establish an appropriate institutional framework that will be provided with strong legal backing for the regulation of this area.

A second major issue affecting the management of this zone is the lack of adequate information on the dynamics of the areas. It is important that such information be

²² The lack of solid evidence as to the forces at play in beach erosion (wave dynamics, sea level rise, etc) has made beach erosion control very difficult. The African Development Bank recently commissioned a comprehensive study that is expected to provide substantive evidence as to why and how beach erosion is taking place at such an alarming rate. The information and data obtained will assist in the provision of a comprehensive programme that addresses beach erosion in a more sustainable way.

obtained if development efforts are not to result in further degradation. Studies are planned to start in January 2000 that will provide useful information on the dynamics of this area. These studies will be institutionalized as part of a coastal monitoring initiative and a functional coastal zone database that can guide decision-making will be set up. In addition, efforts will be directed at putting in place programmes that will arrest the degradation of the areas, while at the same time trying to arrest others that are emerging. A number of villages and communities are in this area, and the population density is high. It is essential that the private sector and the fishing communities be a part of the consultations as they have the highest stakes in the area.

GEAP Phase II would emphasize the proper management of the TDA and the implementation of comprehensive projects to arrest coastal erosion. A Coastal Zone Management Team would be in place to enhance the monitoring, coordination and effective management of the coastal areas. The team would be backed by forceful legislation to enable it to address illegal activities, such as sand mining. The team would be supported by a monitoring body comprising the NEA, the Geology Unit, the Police Intervention Unit and the Municipal Police.

Developing an Institutional Framework for Effective Coordination of the Tourism Development Area

In the Tourism Development Area (TDA), which falls within the coastal zone described above, rapid development continues to take place in response to the rapid growth of the tourist industry. Many stakeholders (Tourism Development Board, Gambia Hotel Association, communities, Coastal and Marine Environment Working Group, etc) are involved in the affairs of the TDA.

GEAP Phase II would emphasize the proper management of the TDA, through a properly structured legal and institutional arrangement to include the Department of Physical Planning and Development.

Theme 8: Improving the Performance of Implementing Institutions in Environmental Quality Monitoring and Enforcement and in Solid Waste Management

In the GBA and urban centres in the regions, unplanned urbanization and rapid population growth have placed considerable pressure on natural resources and on municipal and other facilities. The authorities have not been able to cope with the result that there is a shortage of proper housing, unsanitary living conditions, and inadequate health facilities, to name a few. The situation has contributed to the incidence of health hazards, including the spread of respiratory diseases, tuberculosis, meningitis and other communicable diseases. Since these are only symptoms, the strategy is to attack the causes of the problems, one of the most urgent of which is urban waste management.

A strategy to address this problem identified the following hierarchy of options, listed in order of preference: waste reduction; re-use and recycling; composting; incineration with energy recovery; land filling; incineration without energy recovery; and,

encapsulation and stabilization. Those considered to be more sustainable and considered for implementation under GEAP Phase II.

Developing a Self-sustaining Environmental Management System for The Gambia

Currently, the main means through which the NEA tries to influence sectoral institutions and other stakeholders is by providing funding for environment-related activities. These activities would cease should disbursements from the NEA stop. The government provides funds for the recurrent expenditure of the NEA, while the programmes that are currently being implemented are funded by the external support agencies. This is clearly not sustainable in the long run, and there is a need to put in place financing mechanisms that will support national environmental management and planning. The government will launch the following initiatives to assure that there are sustainable financing mechanisms for the environment in The Gambia:

Revenue Retention Mechanisms

It is envisaged that with the mandate to enforce the regulatory provisions, such as environmental assessments and pollution control mechanisms, the NEA will raise a considerable amount of funds from these activities. It is proposed that the government put in place a revenue retention scheme whereby the NEA can retain these funds and use them for the funding of environmental programmes. The possibility of providing the NEA with a percentage of sectoral budgets as compensation for services (regulatory, coordination and policy formulation, environmental related sectoral programmes) rendered will also be explored.

Endowment Fund

The government will initiate discussions with interested donors on the possibility of having an endowment fund for environmental management programmes. This will include discussions on debts for nature swaps.

Management/Agency Fees for Project Implementation

As the coordinating body for all activities of the government in the field of the environment, the NEA has developed capacity to monitor programmes and projects, particularly those with an environment component. With this experience, international donors who would not prefer to directly involve themselves in developmental activities could instead link up with the NEA. Funds could be directed by these international donors through the NEA in order to stimulate local participation in community development and environmental activities. The NEA could then monitor the activities for the donors for a fee of up to 10 per cent of the project cost.

GEAP Phase II and NEA Programme Strategy, Institutional Framework and Management Arrangements

NEA Programme Strategy

The NEA's main purpose as established in the NEM Act of 1994 is to be responsible for the management of the environment and for coordinating all activities of the government in the field of the environment.

The proposed GEAP Phase II Programme is a follow-on programme to GEAP Phase I. Like its predecessor, it is the principal vehicle for achieving the goals. The management proposals for GEAP Phase II have taken into account both the arrangements for GEAP Phase I implementation and the emerging structures under the decentralization process, the latter including the organizational structure at the regional, district and ward levels and their relations to central government under the decentralization process. The latter structure provides an effective mechanism for involving communities in the full range of environmental activities relating to the management of the environment and natural resources within their jurisdiction.

Some of the activities, such as the introduction and popularization of environmentally sound methods of land use, will be implemented at ward and village levels through the Ward and Village Environment Committees or similar structures as will be used by the decentralization process. Other support to central facilities such as environmental quality monitoring laboratories will be implemented at district or regional levels as appropriate. Activities related to the monitoring of natural phenomena, which have possible negative impacts on the environment, will be mainly directed from the centre with the maximum possible assistance channelled through the Area Environment Committees in the regions. Similarly, production of reports on the environment for the villages and wards will mainly involve activities implemented for the central and divisional levels. Region-specific action plans will therefore be required, for example LEAP, for environmental and natural resources planning at the local level, taking into account the proposed action plans of the three Conventions. An area-based approach will be adopted in the implementation of the action plans.

The support that will be delivered through the programme would be specific service that would complement ongoing or planned activities of the local community, other development partners or NGOs. Opportunities would therefore be sought for linking up with the activities of other organizations or programmes operating at decentralized levels. This strategy will also serve to minimize the demand for programme management and implementation capacities at local levels.

While the implementation of activities will be highly decentralized, coordination at regional and national levels will be ensured through the establishment of appropriate management structures. In each locality in which implementation is planned, (regional, district and village levels) the appropriate Local Environment Committee will be responsible for the local management of the activities. Each Environment Committee

will nominate a Focal Officer who would preferably also coordinate the activities of all development partners dealing with the environment.

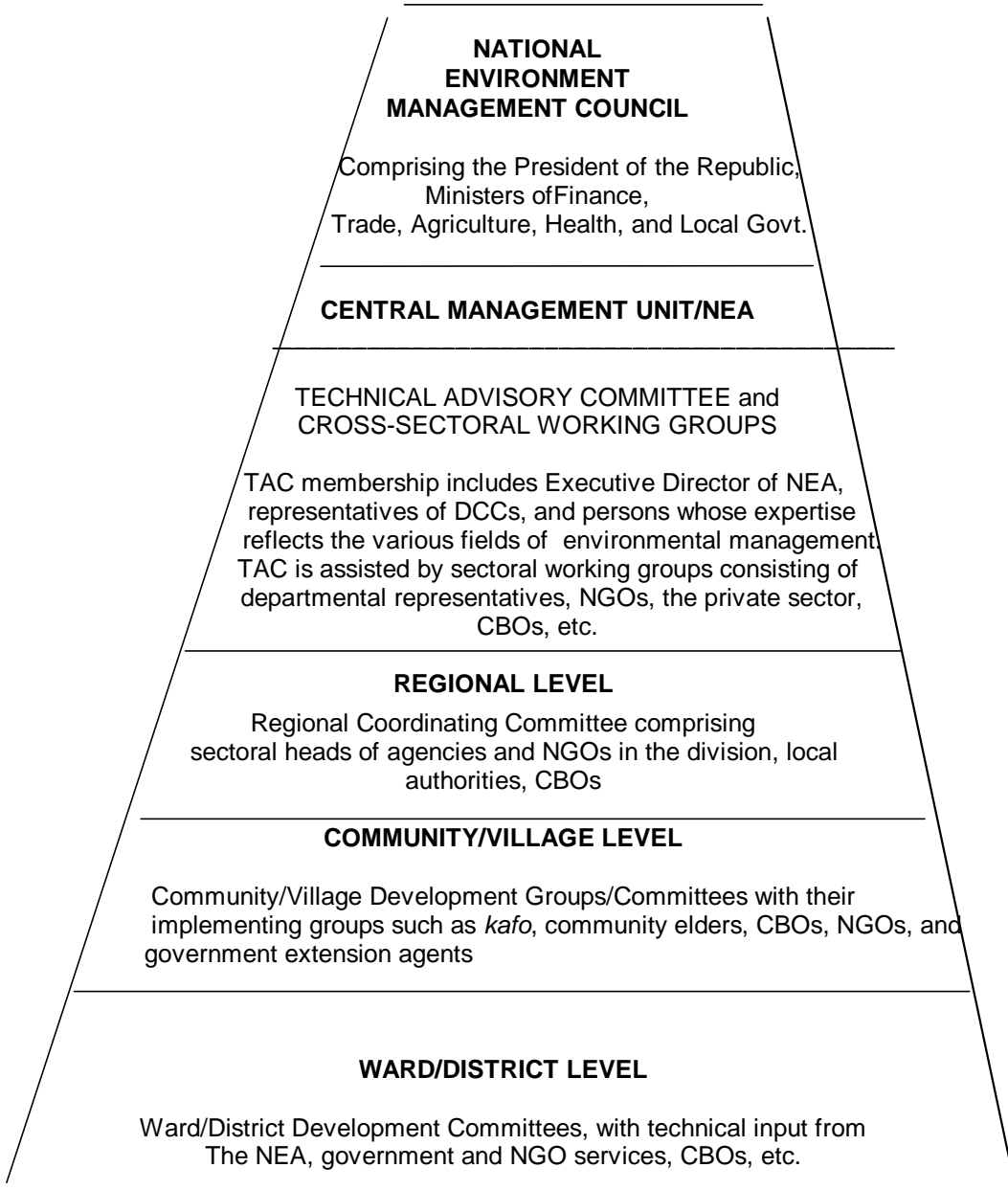
Institutional Framework and Management Arrangements

As with GEAP Phase I, GEAP Phase II's execution will be structured to ensure that inputs are provided by the various national institutions, the UN, the NGO community, and private consultants, as required. However, coordination of the bilateral and multilateral assistance for the various components of programme implementation will be ensured through the NEA and the Ministry of Finance and Economic Affairs.²³

The management arrangements of the programme fully reflect the current implementing structure comprising the multi- and cross-sectoral technical working groups at the central level; and the organizational structure in regional and district administrations and their relation to the central government. As these latter structures are still emerging, some measure of flexibility will be called for that would allow modifications to be introduced as experience is acquired during implementation. Figure 1 outlines the management structure of the programme.

23 These do not include donor projects and programmes that are directly financed under bilateral arrangements between donors and government sectoral departments, and between development partners and other implementing organizations such as NGOs and CBOs.

FIGURE 1: PROGRAMME MANAGEMENT AND IMPLEMENTATION DIAGRAM



Central Level Management

The NEA will be responsible for the management and follow-up, on a day-to-day basis, of the implementation of the overall GEAP II programme. NEA Programme Officers, serving as the secretaries of the various working groups, in consultation with the various chairs, summon meetings for each group at least once every quarter. The NEA will meet quarterly with the Chairs of the working groups and with representatives of implementing organizations (including Departments of State, NGOs, and CBOs) at the regional level. The NEA will report semi-annually to TAC, as the programme review committee, and prepare reports which will be submitted to the NEMC, multilateral and bilateral development partners at agreed intervals. The NEA will administer all programme funds.

The NEA will need the following staff for implementation of the programme:

- Programme Officers
- Operations and Enforcement Officers
- Regional Programme Coordinators
- Secretarial and other administrative staff

A substantial proportion of the staff requirement is already in place. GEAP Phase II support funds will be used to partially fund the cost of the additional staff required for its full implementation.

Implementation of the sub-programmes will be designated to implementing agencies that will be the competent sector department/agency at central and regional levels. These implementing agencies will be required to prepare work plans for the respective activities which they will be implementing, at the beginning of programme implementation, within the context of the technical working groups. The work plans will be updated periodically.

In strengthening the technical working group arrangement, each implementing agency will assign staff who will undertake the implementation of activities working closely with the NEA and the technical working groups to assure coordination with all sub-programme activities. For each programme one of the nominated staff members from the major implementing Ministry or agency will be designated as Sub-programme Coordinator (for the respective Ministry or Agency).²⁴

The TAC will be responsible for monitoring of projects and programmes. It will be chaired by the Executive Director of the NEA and composed of fourteen other members whose expertise shall reflect the various fields of environmental management. The TAC will meet twice a year to review programme implementation and make recommendations for the programme's revision as required. The NEA will prepare progress reports for submission and review by the TAC.

24 Please note that the Department may designate different staff members as Sub-programme Coordinators at different times.

Regional Level Management

At the regional level the management of the programme's activities will be overseen by the existing Regional Coordinating Committee (RCC) or its equivalent within the context of the decentralized process. Currently, this committee comprises Heads of Regional Sector Government Departments, representatives of NGOs and the private sector, and is chaired by the Governor. The RCC will receive reports and review progress on programme implementation at least once half- yearly.

At the operational level, the Local Environmental Committee (now existing as the Agriculture, Natural Resources and Environment Committee) comprising the Head of the Environmental Office as Regional Programme Coordinator (RPC), representatives of Area Councils and RCC will be formally launched. The Local Environment Committee (LEC) will be chaired by the head of the Environment Office, and will meet on a quarterly basis to review progress in the implementation of activities in the districts and villages in the regions, give directives and introduce changes to the programme. The LEC will report to the RCC and through the RPC/NEA to the TAC.

The capabilities of Implementing Departments and Offices at regional and district level will be strengthened where needed through the provision of short-term advisors and consultants.

District Level Management

At the district level, a District Environment Committee (DEC)²⁵ will be established and shall comprise representatives of the District Sectoral Offices, representatives of the Village Environment Committees in the district, the District GEAP Programme Coordinator (who will head the District Planning/Environment Bureau) and chair of the DEC (who will be the District Chief). The DEC will meet monthly to review the progress of the programme at the district and village levels, give directives and introduce changes as required. The implementation capacity at the district level will be strengthened where needed through the provision of a support group of short-term advisers and consultants. The villages and communities will participate in the meetings of the DEC on a quarterly basis. The DEC will also be responsible for the administering of funds at the district (and village) levels.

Village/Community Level Management

Capacity will be strengthened and/or built within the Village/Ward Administrations for proper environmental management.²⁶ The Village Environment Committee (VEC) and

²⁵ This Committee has not been provided for by law in the NEMA. An amendment of the Act is therefore necessary for its establishment.

²⁶ These include the capacity to carry out public education campaigns and encourage the public to participate in making decisions about the environment; mobilize the people within their jurisdiction on the basis of voluntary self-help to identify and restore degraded resources; and introduce and popularize environmentally sound methods of land use.

Ward Environment Committees (WEC) will be formed composing representatives of traditional organizations, community leaders, village elders, local CBOs and NGOs active in the field of the environment, the women, the youth, and the extension workers.

The VEC and WEC will represent the interest of the communities and ensure that the activities that are implemented are consistent with the communities' aspirations to protect the environment. Technical support at village/community levels will be provided through regional/district offices and NGOs.

The GEAP Phase II Programme will be subject to review by the TAC twice a year. The NEA will prepare and submit to each meeting of the TAC a PPER in a standard format. The PPER will be reviewed by the TAC and submitted to development partners, through the Office of the President and the Ministry of Finance and Economic Affairs, at the end of each review period.

A Programme Terminal Report (PTR) will be prepared for consideration by the TAC. It will be prepared in draft two months before the final meeting of the TAC to allow for review and technical clearance by the implementing agencies involved.

Inputs provided by development partners (advisory services, technical missions, consultants, training and equipment) and government, will be disbursed by standard agency agreements and contract arrangements. The agency agreements will constitute letters of request to the donors from the government, through the Office of the President and Ministry of Finance and Economic Affairs, to provide technical assistance under the programme.

The government, represented by Ministry of Finance and Economic Affairs will have overall responsibility for the coordination of donor resources and monitoring of the entire programme. The donor agencies will be responsible for the delivery and application of technical assistance in their areas of competence.

The government, represented by Ministry of Finance and Economic Affairs, will be responsible for accounting to donor agencies for the use to which all external financial resources are put under the programme.

The programme will be subject to independent evaluation. The organization, terms of reference and timing of such evaluation will be decided by the TAC in consultation with the implementing agencies and donors.

4 Programme Description

Programme Elements

Introduction

The proposed Second Phase of Implementation of the GEAP Phase II Programme, is a five year activity in the form of advisory services, technical assistance, support grants, training, and ancillary equipment and supplies necessary for the effective implementation of the programme goal and purpose.

Programme Goal and Purpose

The overall goal of the GEAP Phase II Programme is to ensure sustainable development. To accomplish this goal, the programme's purpose is to develop a fully effective and financially self-sustaining environmental and natural resource management system for The Gambia. While increased action is needed in all the sectors of the economy, GEAP Phase II efforts will be geared primarily towards natural resource management, energy and environmental health. Areas of particular interest to the GEAP Phase II Programme include agriculture and livestock, natural resources, trade and industry, tourism and infrastructure; environmental quality monitoring and waste management; and coastal zone management.

Increased adoption of environmentally friendly practices in the economy is being pursued as a viable long-term solution to the problem of achieving sustainable development in The Gambia. Accelerated incorporation of environmental considerations into economic decisions will constitute the ultimate measure of goal achievement under the proposed programme.

Important assumptions made in formulating the programme include the acceptance and adoption of the GEAP, environmental strategies adopted and applied, the sufficiency of funds generated within the NEA, sectoral departments and from central government to sustain it, adequate representation with donors during negotiations, interest and momentum in natural resources maintained, and willingness of the private sector and local communities to fully cooperate with the government.

Conditions Indicative of Achievement of Programme Purpose

The successful accomplishment of GEAP Phase II proposes to develop a fully effective and financially self-sustaining environmental management system for The Gambia will be indicated by the following end of programme conditions:

Expanded and Strengthened Institutional Framework for Environmental Management in Place at all Levels by 2018

While considerable success has been registered, the institutional framework will need to be strengthened to address some of the shortfalls of GEAP Phase I implementation, and at the same time meet the emerging needs and challenges of sustainable development.

The multi-sectoral nature of the programme has meant that a number of line departments, administrations and organizations at the decentralized levels will be involved as implementing partners in the programme. This is in line with the government's policy to decentralize and reform local government. It is expected that through decentralization, the various communities all over the country would be the direct designers and participants in the process of socioeconomic development. One of the most urgent challenges therefore, is for the institutional framework for environmental management to be responsive to the government's policy on Local Government Reform and Decentralization, and for the institutions to be active. To that extent, one of the most important indications of accomplishment of the programme purpose will be adequate representation (to include expanded membership of CBOs, NGOs, the private sector, NEA staff, local government authorities, etc.) at regularly held NEMC meetings, and for relevant Council decisions to be implemented. For the latter to happen, expertise must be available at the key implementing agencies. To this end, Environmental Desk Officers will be designated in each implementing government department at central level, and Regional Programme Coordinators appointed to each Regional Office.

Environmental Considerations included in Policy and Planning Processes at All Levels by 2018

At the level of the national authorities, a conditionality to ensure satisfactory implementation of the Public Investment Programme should first be included under the GEAP Phase II Programme, primarily to ensure that public funds are not only used to meet priority needs, but that they must do so in an environmentally friendly manner. Public policy could then direct that only development programmes with integrated environmental components should be implemented in the future. For projects already implemented, environmental audits should be conducted.

The development of environmental policy and planning tools through the GEAP Phase I process was assumed to be one of the most participatory processes in The Gambia. However, it was discovered later that the involvement of the communities and other stakeholders in the process was inadequate. Several measures need to be taken to rectify this problem.

For a start, in order to encourage wide incorporation of environmental considerations in project planning, the tools and techniques for environmental policy and planning must be made available to all developers of programmes and projects. Therefore, the number of environmental planning and management training programmes available in the country should be greatly increased for participants in the NGO, the private sector and local

community organizations. At the community level, pilot projects with the aim of promoting “good practices” techniques in environmental planning and management should be implemented.

Strengthening Regulatory Framework and Enforcement of the Codes so that Environmental Regulations are Fully Enforceable and Respected by All Sectors by 2018

A sound regulatory framework is critical to an environmental protection programme. Preparation of legislation was undertaken under GEAP Phase I, as indicated earlier. However, this is a necessary - though not sufficient - condition for application of provisions and enforcement of the regulatory codes.

In addition to maintaining regulations established under GEAP Phase I, deepening of the legislation programme and establishing an administrative framework will be necessary to encourage private sector compliance and public sector enforcement of the codes. To this end, the following will be completed under GEAP Phase II: revision and submission of laws, regulations and standards to NEMC/National Assembly for enactment; further private sector consultations with the NEA; and the Inspectorate Unit of the NEA is fully staffed with regular staff.

Pathways towards Sustainable Financing Mechanisms for Environmental Management in The Gambia Clearly Identified

The government provides funds for the recurrent expenditure of the NEA, whilst the programmes that were being implemented were funded by the external support agencies. While this is instrumental in assisting the government to put in place the necessary framework, it is not sustainable and in the medium term there is need to put in place financing mechanisms that will support environmental management and planning. Through revenue retention mechanisms to fund the NEA and an endowment fund for environment-related projects, the government will ensure that there are sustainable financing mechanisms for the environment in The Gambia.

Functioning Institutional and Legal Framework In Place for Sustainable Management and Protection of the Coastal Zone and its Resources

The GEAP, adopted in 1992, identified coastal erosion of sensitive sections of the beach front in particular, and coastal zone management in general, as one of the priority national environment concerns. Although efforts have been directed at addressing the issues of coastal zone management under GEAP Phase I, the actions taken so far remain retroactive, inadequate and unstructured. The two major problems impeding the proper management of the coastal zone and its resources are: (I) the lack of an institutional framework for the purpose; and (ii) the insufficiency of information on the dynamics of the area. There is an urgent need to put in place an institutional framework through which activities in the area can be better regulated and to set up a database to help guide the decision-making process. GEAP Phase II will therefore concentrate on these two components.

First, an appropriate institutional framework will be set up and it will be provided with strong legal backing for the management of the coastal zone and the protection of its resources. An Integrated Coastal Zone Management Board, to comprise representatives of government, municipal authorities, NGOs and the private sector, is proposed. To support the activities of the Board, a monitoring team is to be set up. This team will consist of staff of the NEA, Geology Department, Department of Water Resources, Police Intervention Unit, Department of Tourism, and the Municipal Authorities.

Second, several studies on the coastal zone are underway. Although the studies are not being directly funded by GEAP Phase II, their findings and recommendations are essential components of the database proposed. Under GEAP Phase II similar studies will be institutionalized as part of a coastal monitoring initiative.

In addition, efforts will be directed at putting in place programmes to arrest the rapid rate of erosion of sensitive areas on the coastline, where necessary, in collaboration with the neighbouring countries.

Sufficient visible action has to be taken to try to address the well publicized problems of this most vulnerable area, to avoid loss of public confidence in the GEAP process and undermine other efforts in the GEAP Phase II programme.

Programme and Project Outputs

GEAP Phase II is an integrated program of policy development and project interventions aimed at producing the necessary and sufficient conditions to ensure development of a fully effective and financially self-sustaining environmental management for The Gambia. Achievement of the end of project conditions described in section C above should enable the programme to meet its goal of ensuring sustainable development. In order to achieve the above listed end of programme conditions, GEAP Phase II resources will be used to produce the following outputs.

Government's Adherence to Revised Criteria Established for the Public Investment Programme

The government is to commit itself that the public sector will not invest in economic activities which are of potential threat to the environment. GEAP Phase II discourages investment of public funds in industries that pollute the environment, and subsequently affect the natural resources.

Strengthening capacity of the Government to Formulate and Implement Sound Environmental Policies

GEAP Phase II project resources will be used to continue to strengthen the capacity of the NEA and collaborating organizations to monitor change in the environment, analyse environmental trends, and advise policy makers on available options, and necessary

adjustment measures to sustain and deepen the process of environmental reform. To achieve this objective, the GEAP Phase II programme will provide environmental technical advisory services to assist NEA officials and NEMC, as well as specialized expertise in public policy and management. An Environmental Monitoring and Enforcement Department to collect and complete important analyses of the environment will remain essential to the successful management of the environment and will be supported throughout the life of the Programme.

Review and Revision of the Tax System to Provide Incentives for Good Environmental Behaviour and Disincentives for Bad Environmental Behaviour

A comprehensive tax reform may be needed to: (i) provide tax incentives to encourage environmental good behaviour which promotes the conservation of natural resources and the prevention or abatement of pollution; and (ii) disincentives including tax to deter bad environmental behaviour that leads to the unsustainable use of natural resources.

Modernization, Revision, and Amplification of the Statutory Regime Affecting the Operation of Natural Resource-Based Enterprises

Reform of the legal and regulatory framework within which the expansion of private enterprise is expected to occur is increasingly recognized as a fundamental component of the long-term process of environmental protection. There is a need to establish a comprehensive framework for (i) enforcement of the regulatory code regarding activities that harm the environment; and (ii) facilitation of start-ups and expansions of environmental-friendly enterprises.

Strengthening Capacity of Government Entrepreneurs to Start up Environmentally Friendly Businesses

The limited resources of GEAP Phase II will be used selectively to remove specific priority obstacles and provide the critical impetus needed to enable viable environmentally-friendly enterprises to develop.

GEAP Phase II support project resources will be used to provide industry and firm level assistance to eliminate specific, priority impediments to the adoption of sound environmental practices in resource-based private sector firms in the country.

At the industry level, GEAP Phase II resources will be used to undertake specific analyses and propose appropriate solutions to problems that have sectoral or sub-sectoral implications. Industry level support might also be used to encourage the formation of associations that could be used to promote “best practices” techniques in natural resource exploitation and environmental management.

At the firm level, appropriate technical assistance and training will be provided under GEAP Phase II to facilitate start-up of new and expansion of environmentally friendly enterprises.

Strengthening Capacity of the NEA and other Public, Private, or Voluntary Business Associations to Promote Environmental and Natural Resource Management Projects

GEAP Phase II technical resources will assist the NEA to establish a more effective monitoring system to improve on the GEAP Phase II implementation and the quality of the report on the State of the Environment. GEAP Phase II will further provide the NEA with the means to produce quality environmental management literature on a regular basis for dissemination among potential developers. Similar assistance to improve the flow of information within the private sector may be provided to the GCCCI, or other business advisory groups as warranted to assist them to develop and maintain databases on investment opportunities in activities which conserve natural resources and prevent/abate pollution.

NEA, Lead Departments and Local Government Authorities Strengthening to Ensure an Effective Environmental Quality Monitoring and Integrated Pollution Control System

GEAP Phase II resources will be used to develop new policies, create a legal framework, and establish minimum standards for environmental quality in general, and, in particular, for air, water, soil and solid waste. The funds will also be used to monitor and evaluate implementation of environmental quality programmes specifically in the areas of solid waste management/disposal and effluent discharge into the environment, and recommend actions to improve implementation. Development of a Pesticides and Chemicals Management and Control system will be a priority under GEAP Phase II.

Appropriate Institutional Framework Established and Provided with a Strong Legal Basis for the Management and Regulation of the Coastal Zone

An appropriate institutional and legal framework will be established using GEAP Phase II resources. This will essentially involve studies and the implementation of study recommendations for the development of the relevant legal and institutional bodies for the sustainable management of the coastal zone.

Enhancing Capacity of Institutions to Regulate the Activities on the Coastal Zone

GEAP Phase II resources will be used to develop the capacity of the institution(s) developed to manage and control the coastal zone. Specifically, this will entail the development of capacity in enforcing the relevant codes as well as putting in place a sustainable monitoring and management programme within the coastal zone.

Programme Management

The entire GEAP Phase II Programme will be managed by the Executive Director of the NEA using the programmatic approach similar to that of the GEAP Phase I Programme. He and a Senior Management Team (SMT) at the NEA will be responsible for the day-to-day management of the programme through the respective line departments and other

relevant stakeholders. GEAP Phase II resources will be used to facilitate this responsibility.

Programme and Project Inputs

Technical Services to Support the NEMC

It is recognized by the government that the full capacity to manage the implementation of the GEAP II programme does not exist at all levels and in all institutions. Support will be required to strengthen the existing capacities and to fulfil new ones. This has been foreseen in the program and provision has been made for technical assistance at the central and decentralized levels drawn from national expertise and international agencies to fill the identified gaps. Indeed, it has already been foreseen that the substantive capacities required at central level and the decentralized levels would include amongst others, the creation of an enabling environment, planning, management, programme and project preparation, implementation, monitoring and evaluation.

The GEAP Phase II support project will assist the Government to enhance the performance of the NEMC by providing short term technical assistance. Short term consultancies will assist the government to formulate an action plan, train stakeholders, and develop environmental management policies.

Project Assistance to the NEA and National Economic Policy Making Bodies

Advisory services to strengthen environmental management and analysis will be provided to the NEA through the provision of technical assistance. This component of GEAP Phase II will seek to build on the success of the GEAP Phase I project implemented by the Agency.

Under the GEAP Phase II Support project, three long-term technical specialists will each furnish 36 person-months of advisory services to the NEA. The three resident advisors will assist senior NEA staff and staff of other relevant institutions to undertake environmental analyses, monitor changes in the environment, and formulate and implement sound policies and budgeting procedures necessary to sustain the process of environmental protection. Additional funds will be provided for up to 36 months of specialised short-term technical assistance to undertake in-depth analyses of priority reform and adjustment issues.

While the GEAP Phase I has made substantial progress in strengthening the capacity of the NEA to formulate and implement sound environmental policy, continued provision of specialized training is required. Three degree-level programmes in environmental economics and three in natural resource management will be funded under the GEAP Phase II programme. Additional funds will be provided for up to eight short-term participant training courses to upgrade specialized skills within the NEA and collaborating organizations. Additional funds will be provided for training 12 Natural Resources Technicians up to the diploma level.

GEAP Phase II programme funds will be provided to procure up to 12 person months of tax reform advisory services for the DoSFEA.

Technical Services for Coastal Zone Management

The GEAP II Support Project will provide funds to undertake up to five studies to assist the Government to identify appropriate coastal resources exploitation targets, develop a multi-year development plan, and begin the implementation of selected projects in the plan. Funds will be provided for up to 36 months of specialized short-term training and technical assistance in coastal zone management.

Project Assistance to the Ministry of Justice

Assistance will be provided to the Ministry of Justice to strengthen the legal, regulatory, and administrative framework for adjudicating financial transactions and contracts affecting the gamut of business organizations. The following assistance will be provided to the three divisions of the Ministry of Justice:

Attorney General's Chambers

- 1 *Technical Assistance:* GEAP Phase II Support Project Funds will be used to procure 12 months of technical legal advisory services to assist with review of the National Environment Management Act and preparation of regulations. The technical specialist must have demonstrated knowledge of, and experience in, working with Commonwealth and/or similar legal systems.

GEAP Phase II will also provide funds to procure 24 months of short-term legal advisory services to assist staff in the Attorney General's Chambers to prepare new legislation to fill statutory gaps for the effective adjudication of environmental matters. Short-term technical assistance will also be provided to assist DOSJ staff to prepare replacement pages reflecting new or revised legislation for inclusion in updated version of the Revised Edition of *The Laws of The Gambia*.

- 2 *Training* - GEAP Phase II project funds will be provided to fund attendance by staff of the AG's Chambers at up to three short-term external training programmes. The aim of this training will be to strengthen knowledge of DOSJ staff in the role of modern environmental law in improving the enabling environment for increased incorporation of environmental considerations in investment decisions.
- 3 *Commodities* - Appropriate office equipment including computers, printers, software, and photocopiers will be furnished to the AG's Chambers as needed to support the objectives of the technical assistance project.

Registrar of Companies Division

Training - Funds will be provided to undertake up to 10 in-country training programmes for strengthening the Registrar of Companies' Division. The purpose of these training programmes will be to develop and introduce a public education programme to be run by the Division to familiarize members of the local business community with the relevant laws, codes, and regulations affecting business organization and operations in The Gambia.

Traditional Judiciary System

Training - Funds will be provided to train chiefs and district administrators to familiarize local business communities with relevant laws, codes, and regulations affecting enterprise operations in the rural areas.

Project Assistance to Entrepreneurs, Private Enterprises, NGO and Business Development Associations

Technical Assistance (TA)

Short-term Industry Level TA - GEAP Phase II will provide support project funds to undertake over the life of the programme up to four industry level analyses to develop solutions to priority environmental problems that have sector or sub-sector wide implications.

Firm Level Technical Assistance - GEAP Phase II will provide support project funding to procure short-term firm level technical assistance for up to 10 firms over the life of the support project. The aim of the firm level TA will be to demonstrate environmentally friendly production processes to industries to show how changes in the processes and/or input mixes can enhance economic viability and at the same time minimize emissions to the environment.

Short-term TA for Investment Promotion in environmentally friendly activities and Support to Business Advisory Associations - GEAP Phase II will provide up to 10 months of short-term TA to GCCI, or other business promotion organizations to improve the flow of environment-related information within the private sector. This will include assistance for the production and distribution of promotional literature, and development and maintenance of databases on investment opportunities in environmentally friendly activities for distribution among members.

Training

Firm Level Training: GEAP Phase II will provide funds to support up to 20 in-country firm level training programmes. Funds will also be provided to support up to 10 short-term participant training courses over the life of the programme. The aim of the firm level training will be to minimize environmental pollution and standardise processes, as well as conduct training programmes for health and safety at work.

In addition to direct firm and industry level assistance, GEAP Phase II resources will also be used to strengthen the institutional framework for promotion of business development in environmental and natural resources management. Technical assistance, training, and some limited office equipment and supplies will be provided to public and private agencies and business advisory services such as GCCI and to NGOs as warranted over the length of the Programme. The overall aim of assistance under this component of GEAP Phase II is to strengthen information interchanges between firms and to strengthen the capacity of business organizations to meet the informational and advocacy needs of their members.

Project Assistance to Implementing Institutions

GEAP Phase II will provide substantial amounts of equipment, technical assistance and short-term training to augment the capacities of the focal institutions for the Programme in the areas of natural resource management, EIA, project management, and information management and reporting.

The capacity for natural resource management, EIA, project management, and management information and reporting will also be built at the decentralized levels, and the necessary equipment to enable staff at all levels to carry out functions will be provided.

Programme Management

GEAP Phase II support project funds will be used to partially fund five years' of salaries and related costs for NEA staff members. The NEA will be responsible for the day-to-day administration of GEAP II and for monitoring progress and assessing impact.

Impact Monitoring

The GEAP Phase II support project provides funds for periodic surveys to monitor and evaluate the impact of both the Programme and Support Project, and to report on the State of the Environment in The Gambia periodically.

Evaluation and Audit

The programme provides for mid-term and terminal evaluations and a financial audit. Additional funding is provided to undertake an annual impact assessment. Evaluation activities will be used by the NEA as management tools for adapting the programme to address changing circumstances.

Programme Monitoring, Impact Assessment and Evaluation
Programme Monitoring

Setting up a Programme Monitoring Unit at the NEA

The NEA does not have a monitoring and evaluation system, nor does it employ an Evaluation Officer. It will need to develop a comprehensive participatory monitoring and evaluation system for tracking activities of the various programmes managed at both the central and regional levels.

Programme Monitoring for GEAP Phase II

As indicated earlier in this document, the management structure of the programme has been established through the NEA at the central level, and it will be established at the decentralized levels. The NEA will be able to fulfil the monitoring, review and coordination requirements. At the decentralised levels, support is already envisaged for these requirements. The activities undertaken under this programme overlap and reinforce the activities contained in other donor programmes. Because of these interrelationships, it will be difficult to separate the net impacts of any one programme and the growth in adoption of good environmental behaviour. For this task, a number of performance indicators will be used. It is recognized that exogenous variables, like reduced donor commitment, can negate expected progress from the programme.

The participatory monitoring and evaluation system planned for the GEAP Phase II programme focuses on measuring the indicators which will show achievement of project purpose. A summary of the indicators associated with each End of Programme Status is given below.

End of Programme Status

Strengthened institutional framework for environmental management in place at all levels by 2018

Indicators

The NEMC meets regularly, at least four times per year
Environmental Desk Officers designated in each Department

Environmental considerations included in policy and planning processes at all levels by 2018

Indicators

Potential environmental impact of national plans and programmes assessed

Environmental factors included in mainstream development programmes

Strategic environmental assessment implemented

Environmental regulations to be fully enforceable and respected by all sectors by 2018.

Indicators

Environmental monitoring and auditing of development projects

Pathways towards sustainable financing mechanisms for environmental management in The Gambia clearly identified by 2018.

Indicators

NEA more pronounced financial autonomy

Policies developed and funds for the NEA procured

Functioning institutional and legal framework for integrated coastal zone management in place by 2018

Indicators

Legal framework and legislation in place

Alternative construction materials to beach sand utilised

Coastal protection and conservation programmes running

Integrated Coastal Zone Management Plan developed

Programme monitoring reports will be prepared every six months in connection with project implementation reports. Adjustments to the indicators may be made in each year, following the annual programme review, for inclusion in the Assessment of Programme Impact report. Collaborative programme reviews will be held every 18 months.

Impact Assessment and Evaluation

Impact assessments will be prepared annually, for review in the annual programme reviews. The assessments will be based upon the indicators, so that baseline update re-surveys will be conducted each October. The programme budget for surveys and assessments is \$33,000 which should be sufficient given the rather small survey population.

Two evaluations are budgeted in the programme (\$33,000). Both evaluations will seek to articulate programme impact upon (a) the levels of environmental awareness in the production of goods and services; (b) the typical “development” project, and (c) local communities’ perceptions and aspirations. It is anticipated that the evaluations will be carried out by joint NEA/government teams with assistance from private sector consultants.

Audit

Technical assistance under the complementary support project will be implemented mainly by private consultants. The audit requirements of government agencies are covered by the government’s Financial Instructions. There will be NEA direct procurement of commodities, training and consulting services in support of project activities.

Project Management and Programme Budget

NEA Management

The NEA is currently organised with 10 programmes. The Executive Director will have overall responsibility for the management of the GEAP Phase II Programme. Under him will be the budget to procure consulting services for the day-to-day management and monitoring of programme progress.

Financing Plan

The Estimated Costing of the GEAP II Programme and Project Outputs and Inputs at US\$7 million, is a test of the project's design (Table 1). It also provides a basis for reviewing the cost estimates of the principal inputs. It demonstrates that inputs are proportionate to the expected outputs and the outputs are proportionate to the expected purpose. Outputs are presented in the left-hand column and their costs apportioned to the project inputs.

GEAP II Outputs	GEAP II Inputs									TOTAL
	1	2	3	4	5	6	7	8	9	
1. Government adherence to revised PIP criteria	104	910				1,310				2,324
2. Strengthened capacity of GOTG for sound environmental policies						462				462
3. Review of Tax System to provide incentives for good environmental behaviour				198						198
4. Modernization of statutory regime for natural resource based enterprises				649						649
5. Strengthened capacity for environmentally friendly businesses					1010					1010
6. Strengthened capacity to promote environmental and natural resource management		308				165				473
7. NEA, and others strengthened to ensure effective EQM, pollution, ... control		231				522				753
8. Appropriate Institutional Framework ... for ... the coastal zone		72		44						116
9. Capacity to regulate activities on coastal zone			924							924
10. Programme Management							29	33	33	352
TOTAL	104	1,521	924	891	1010	2,459	29	33	33	7,004

ANNEX ONE : TECHNICAL WORKING GROUPS

Agriculture and Natural Resources (ANR)

Launched: January 1994

Revised: December 2008

Institution(s)	Unit(s)
Ministry of Agriculture National Environment Agency	Chair Secretariat Dept of Agricultural Services Soil and Water Management Unit Department of Planning Dept of Livestock Services National Agriculture Research Institute
Ministry of Forestry and Environment	Department of Forestry Dept. of Parks and Wildlife Cons.
Ministry of Fisheries and Water Resources	Department of Fisheries Dept of Water Resources
Ministry of Local Govt. and Lands	Dept of Lands and Surveys Dept of Community Development
Ministry of Finance and Economic Affairs	CONACILLS Catholic Relief Services Save the Children Action Aid International - The Gambia

Terms of Reference

The ANR Working Group's main tasks include:

- 1 Development of a comprehensive ANR Policy and Strategic Plan for the sustainable use of natural resources;
- 2 Provide overall guidance and settlement of disputes within the ANR sector;
- 3 Develop a sustainable mechanism for ANR Working Group.

Environmental Information System

Launched: January 1994

Revised: December 2008

Institution(s)	Unit(s)
National Environment Agency Ministry of Agriculture Ministry of Local Government and Lands	Chair/Secretariat Dept of Planning Dept of Lands and Surveys Dept of Phy. Planning and Housing Dept of Planning
Ministry of Health and Social Welfare National Population Commission Ministry of Basic and Sec. Education University of The Gambia	National Library University Library

The Association of NGOs (TANGO)
Gambia Bureau of Statistics

Terms of Reference

The EIS Working Group is mandated to:

- 1 Develop a comprehensive policy and action plan on environmental information;
- 2 Manage the affairs of three task forces: Spatial, Non-Spatial, and Documentation;
- 3 Develop a self-sustaining mechanism for the EIS Programme.

The Spatial Task Force:

Terms of Reference

The Spatial Task Force supports the EIS WG and is responsible for:

- 1 For GIS and Photo interpretation through maps, aerial photos, satellite and climate data;
- 2 Providing EIS information especially on Land Use;
- 3 Developing a self-sustaining mechanism for the EIS programme.

Non-Spatial Task Force

Terms of Reference:

The Non-Spatial Task Force supports the EIS WG and carries out the following main tasks:

- 1 Provided demographic information;
- 2 Carries out resources inventories and utilization, and conducts economic surveys and provides other socioeconomic data;
- 3 Develops a self-sustaining mechanism for the EIS programme.

Documentation Task Force:

Terms of Reference

The Documentation Task Force working under the guidance of the EIS WG is mandated to:

- 1 Provide document datasets;
- 2 Establish a computerized reference system;
- 3 Establish a networking system and individual bibliographies;
- 4 Develops a self-sustaining mechanism for the EIS programme.

Chemicals and Pesticides Control and Management Board

Launched: May 1994

Revised: December 2008

Institution (s)

National Environment Agency
Ministry of Agriculture

National Agricultural Research Institute
Ministry of Health
Ministry of Finance and Econ. Affairs
Ministry of Justice
Gambia Chamber of Commerce and Industry

Unit (s)

Chair and Secretariat
Dept of Agricultural Services
Dept of Livestock Services

Dept of Medical and Health Services
Gambia Revenue Authority (GRA)
Solicitor General and Legal Secretary

Terms of Reference

The main functions of the Board include:

- 1 Register, manage, monitor, control the importation, manufacturing, sales, storage and disposal of hazardous chemicals and pesticides in The Gambia through the issuance of certificates, licenses, and permits;
- 2 Prepare guidelines in the handling of hazardous chemicals and pesticides;
- 3 Conduct public awareness campaigns on the safe use of chemicals and pesticides;
- 4 Periodically publish a list of banned chemicals and delegate and public officer to monitor their sale and/or use.

Environmental Education and Communications

Launched: June 1995

Revised: December 2008

Institution(s)	Unit(s)
Ministry of Basic and Sec. Education	SoS (Chair)
Ministry of Higher Ed.; Res.; Sc.; and Tech.	
University of The Gambia (UTG)	
Curriculum Research & Personnel Devt. Division.	
Non-Formal Education Division	
National Environment Agency	(Secretariat)
Ministry of Trade, Industry and Employment	
Ministry of Youth and Sports	
Ministry of Health, Social Welfare	Health Education Unit
Women's Bureau	
Ministry of Forestry and Environment	Dept. of Parks and Wildlife
	Dept. of Forestry
Ministry of Fisheries and Water Resources	Dept. of Water Resources
	Water and Sanitation Focal Point
	Dept. of Fisheries
Ministry of Agriculture	Dept. of Agricultural Services
	Dept. of Livestock
	Soil and Water Management Unit
	Dept. of Information Services
Ministry of Communications Information	
National Population Commission	
Gambia College	
Gambia Teachers Union (GTU)	
Nova Scotia Gambia Association (NSGA)	
Gambia Technical Training Institute (GTTI)	
Banjul City Council	Cleansing Services
UNICEF	
US Peace Corps	

Terms of Reference

The EE&C responsibilities include:

- 1 Development of a comprehensive EE&C policy and strategic plan for the effective communication of environmental matters through the print and broadcast media;
- 2 Provide overall guidance on EE&C program;
- 3 Develop a sustainable mechanism for EE&C Working Group.

Coastal and Marine Environment (C&ME)

Launched: August 1995 Revised: December 2008

Institution(s)

National Environment Agency
Ministry of Trade, Industry and Employment

Ministry of Local Government and Lands

Ministry of Fisheries and Water Resources
Ministry of Forestry and Environment

Ministry of Works and Infrastructure
Gambia Public Transport Corporation
Ministry of Tourism and Culture
Ministry of Finance and Economic Affairs
Gambia Ports Authority
Gambia Public Transport Corporation
Banjul City Council
Kanifing Municipal Council
Brikama Area Council
Gambia National Army

Unit(s)

Chair/Secretariat
Geology Unit

Dept of Physical Planning
Dept of Lands and Surveys
Dept of Water Resources
Dept of Forestry
Dept of Parks and Wildlife
Dept of Technical Services

National Tourism Office

Marine Unit

Terms of Reference

- 1 Development of a comprehensive C&ME Policy and Strategic Plan for the Effective Management of the coastal area and its resources;
- 2 Provide overall guidance on C&ME programme;
- 3 Develop a sustainable mechanism for C&ME Working existence.

Environmental Impact Assessment (EIA)

Launched: April 1996 Revised: December 2008

Institution(s)

National Environment Agency
Ministry of Trade, Industry and Employment

Ministry of Agriculture
Ministry of Local Government and Lands

Ministry of Works and Infrastructure

Unit(s)

Chair/Secretariat

Geology Unit
Soil and Water Management Unit
Dept of Lands and Surveys
Dept of Physical Planning and Housing
Dept of Technical Services

Ministry of Finance and Economic Affairs
Gambia Chamber of Commerce and Industry
TANGO

ISRA

Terms of Reference

- 1 Development of a comprehensive EIA Policy and Strategic Plan for the effective integration of EIA into the national development framework;
- 2 Provide overall guidance on EIA programme;
- 3 Develop a sustainable mechanism for EIA Working Group.

Environmental Legislation

Launched: July 1996

Revised: December 2008

Institution(s)

Attorney General's Chambers
Attorney General's Chambers
Attorney General's Chambers
National Environment Agency
Department of Agriculture
Ministry of Health & Soc. Welfare
Ministry of Local Government and Lands
Gambia Police Department
Gambia Chamber of Commerce and Industry
Gambia Bar Association
TANGO

Unit(s)

Draftsperson, Chair
Criminal Litigator
Civil Litigator
Secretariat
MOA Hq Representative
Environmental Health Unit
Dept of Physical Planning and Housing

ISRA

Terms of Reference

- 1 Review the National Environmental Management Act (1994?) to ensure that it is millennium complaint and enforceable and the polluter pay principle is applicable;
- 2 Provide overall guidance on environmental law enforcement;
- 3 Develop a sustainable mechanism for EL Working Group.

Environmental Quality

Launched: July 1995 Broadened to current membership in August 1996

Revised: December 2008

Institution(s)

National Environment Agency
Banjul City Council
Kanifing Municipal Council
Ministry of Agriculture
Ministry of Fisheries and Water Resources
Ministry of Health and Social Welfare

Unit(s)

Chair/Secretariat

MOA
Dept of Water Resources
Environmental Health Unit

The Gambia Environmental Action Plan

Ministry of Local Government and Lands	Dept of Community Development Dept of Physical Planning and Housing Dept of Lands and Surveys
Ministry of Works and Infrastructure	Dept of Planning
Ministry of Trade, Industry and Employment	
Ministry of Trade, Industry and Employment	Head Office, Geology Unit
Ministry of Justice	
Governor's Office, Western Region	
Governor's Office, NBR	
Governor's Office, LRR	
Governor's Office, URR	
Governor's Office, CRR/S	
Governor's Office, CRR/N	
Gambia Chamber of Commerce and Industry	
GAMWORKS Agency	
TANGO	
Utilities Holding Corporation	
Gambia Police Force	
National Agriculture Research Institute	

Terms of Reference

- 1 Review the Environmental Quality Standard? to ensure that it is millennium complaint and enforceable and the polluter pay principle is applicable;
- 2 Provide overall guidance on environmental quality enforcement;
- 3 Develop a sustainable mechanism for EQ Working Group.

National Technical Ozone Depletion Substances (ODS) Working Group

Launched: Monday, August 3, 1998

Revised: December 2008

Institution(s)

Ministry of Agriculture
Ministry of Trade, Industry and Employment
Ministry of Health
Gambia Technical Training Institute

Unit(s)

Banjul Breweries
Radville Farms
Hanser Refrigeration Services

Terms of Reference

- 1 Development of a comprehensive Ozone Policy and Strategic Plan for the elimination of ODSs;
- 2 Provide overall guidance on elimination of all forms of environmental pollutants;
- 3 Develop a sustainable mechanism for ODS Working Group.

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