1. Introduction

Yemen is an agrarian country with nearly 70% of the population living in rural areas. Despite the relatively minor contribution of the agriculture sector to the country’s GDP, agricultural activities form the main livelihood to many rural households who rely on them as a major source of their food and income. Terrace irrigation systems such as dams, canal, local traditional knowledge and indigenous practices are essential to agriculture in the economy of Yemen. With different elevations above sea level, the climatic conditions in Yemen are quite diverse, ranging from dry and arid conditions in the coastal plains and subtropical conditions in the highlands. In the higher elevations, snowfall in winter is quite common and can help replenish groundwater reserves; these conditions provide an ideal environment for diverse agriculture production activities all year round.

The wide-ranging weather conditions and the different altitudes give the country comparative advantage to diversify crops and fruit production. Cereal crops grown in the country range from sorghum, millet and maize in the coastal and mid-altitude areas, and wheat and barley in the highlands. Fruit trees ranges from mangoes in the coastal plains to apples, peaches and pomegranates in the highlands. Despite this advantage, limited water resources are a barrier to further expansion of agricultural production. The over-reliance on tube well water resources for irrigation and limited use of modern irrigation techniques has contributed to the non-sustainable use of scarce water resources. Cases of drying out of water basins are on rise. Due to this reason, government and farmers realized that the current irrigation practices were not sustainable and therefore the use of modern irrigation techniques are gaining momentum all over the country.

Yemen has a history of comprehensive agricultural production strategies, starting with the Ministry of Agriculture and Irrigation (MAI) Aden Agenda in 1996, officially adopted in 2000, followed by several agriculture policies and strategies in 2005 and 2009 which culminated to the National Agriculture Sector Strategy (NASS) with Implementation Plan (NASS-IP) for a period of 2012- 2016. Although no longer in effect, NASS provides solid strategies and serves as a comprehensive guide to the development of the agriculture sector, based on studies and evidence-based approaches to address food security, climate change, water resources, and the role of government in developing the agriculture sector. NASS also provides a broad picture of the sector and challenges that were relevant in
In 2011, NASS was updated and extended to take into account new challenges affecting agricultural sector.

In March 2012, the Council of Ministers adopted the updated National Agriculture Sector Strategy (NASS). The NASS targets three objectives in line with National Food Security Strategy (NFSS): (1) raising domestic food production, (2) increasing rural incomes and employment, and (3) ensuring sustainability of the environment and natural resources. Three strategic approaches aim to achieve these objectives: (i) raising productivity in crop and livestock production; (ii) more efficient use of water and land in both irrigated and rain fed crop production and in livestock; and (iii) strengthening of community participation and the role of women. The NASS implementation plan 2012-2016 sets out an integrated and comprehensive series of activities and investments to achieve NASS goals.

The implementation of the NASS strategies were disrupted by the conflict, which erupted in 2014-2015 and continue until now with tentative hope it will end soon. As a result, most of Government functions came to a halt and subsequently donor agencies withdrew most of their support to development activities. As of 2015, the country entered a vicious circle of protracted war, which significantly affected all aspects of life, especially rural families who rely on local agriculture production activities for consumption and limited economic income.

In 2019, the Government of Yemen (GoY) announced a willingness to resume NASS activities and revive other different sectors of the economy. There is a renewed focus on understanding the status of implementation of these strategies and investment plans, and identifying interim priorities under the current situation.

2. Overall sector strategies and investment plans for Agriculture, Fisheries and Food Security in Yemen before and after the outbreak of the crisis

Before the current crisis

Yemen is considered one of the poorest and most food insecure countries in the world. In 2010, about 32% of Yemenis – 7.4 million people – did not have enough food. Of those defined as food insecure, the vast majority live in rural areas – 6.4 million people, 37% of the total rural population. About 60% of the Yemeni children under 5 years of age are; this affects one third of all children in the country. This was evident in rural areas of the country, especially in the mountains where arable land is extremely limited and 2/3 are food insecure.

Sana’a, Republic of Yemen.
Yemen heavily relies on food imports, which accounted for 62% of cereal consumption in 2008. Yemen is also very vulnerable to external shocks. The global food crisis of 2007-8 led to steep rises in the cost of food and placed stress on the balance of payments. With the average Yemeni only 300 calories above chronic hunger, domestic price rises pushed many more Yemenis into food insecurity. In 2000, Yemen used 10% of its export earnings to import food; by 2007, it was using 25%, representing a significant deterioration in its macro-level food security.

In response to the alarming and deteriorating situation, the Yemeni government, through the National Food Security Committee, developed its National Food Security Strategy (NFSS), which was adopted by the Council of Ministers in February 2011. The NFSS was prepared with technical guidance and quality assurance from the International Food Policy Research Institute (IFPRI). The key objective was to reduce food insecurity by one third by 2015, to make 90% of the population food secure by 2020, and to reduce child malnutrition by 1% annually. The NFSS is multi-sectoral, including measures for restructuring the national budget, promoting rapid economic growth, improving risk management, investing in agriculture development and natural resource management, strengthening service delivery particularly in health, family planning, nutrition, and promoting women’s empowerment. Because of the prevalence of food security, a large part of the implementation of NFSS was through the investment program for agriculture, including more water used for agriculture.

Since early 2011, Yemen has passed through a period of political uncertainty and economic disruption, which has significantly worsened the already difficult security situation. Estimates indicate that the economy has shrunk considerably since 2011. The agricultural sector was particularly hard hit, with an estimated drop in output of 16%, due to shortage of inputs and disruption of markets.

**After the crisis in 2015**

The ongoing conflict in Yemen is aggravating an already fragile socio-economic context, negatively effecting the overall economic and livelihood situation; this has led to protracted and continued worsening of food insecurity in Yemen.

All Integrated Food Security Phase classifications (IPC) results before 2015 indicated the acute food insecurity and nutrition situation continuously deteriorated on a yearly basis. However, after conflict worsened in March 2015, the acute food insecurity situation rapidly deteriorated to reach its highest level thus far in December 2018. The IPC results presented potential pockets of population experiencing catastrophic food consumption gaps (IPC Phase 5). The December 2018 IPC results covering all 333 districts in Yemen estimated total of 201.1 million people, i.e., 67% of the population as severely food insecure (IPC Phase 3 and above). The main factors contributing to the widespread country’s food insecurity and malnutrition were conflict-related displacement,
disruptions in livestock and crop based production, high staple food prices, depreciation of Yemen Rial against the US dollar, lack of employment opportunities and income.

In light of this crisis, the most severely affected groups include women and children and other marginalized groups, particularly small-scale farmers and sharecroppers, landless laborers, nomadic herders, disadvantaged groups and artisanal fishermen scattered in rural settlements, poor urban neighborhoods and the Internally Displaced Persons’ (IDPs) and returnees.

a) Agriculture and Food Security

The agricultural sector is critically important to overall economic performance, food security, and poverty alleviation. It is the main livelihood for more than half (53%) of the Yemeni population along the three main value chains of crop, livestock, and fisheries\(^3\). Crop production in Yemen covers around 25-30% of the country needs, either from cereal or from horticulture production; it contributes 17% of the GDP, while the country imports around 90% of wheat needs. In addition, the agriculture sector employees more than 50% of the workforce in the country directly or indirectly along certain agriculture value chains. For instance, local livestock production covers more than 60% of market demand, with the poultry sector covering 100% of market demand.

Moreover, livestock is amongst the few assets for poor and vulnerable households and one of the few options available for income generation and livelihood opportunities in Yemen. Raising livestock as a source of cash income is strongly associated with lowering the incidence of poverty and serves as an important viable option for rural households to secure basic requirements to their households and build up assets and resilience for periods of shock (natural disaster or man made). Most agricultural holders get the food they consume and the cash they need to cover other expenses exclusively from farming activities. The agriculture sector is already heavily constrained by water shortages, which is further aggravated by the shortage and high price of fuel for irrigation.

Access to larger markets in Yemen are very crucial for both smallholder and commercial farmers to sell their surplus products. Both the commercial and smallholder farmers have limited marketing channels for their products and accurate pricing information to make them competitive for buyers, while still earning a fair price. This limits their ability to pay for farming inputs such as tools, seeds, fertilizer, pesticides, etc., and essential food and non-food commodities for their households. Crop, livestock and fishery production is severely affected by inflation due to the civil conflict, particularly in those governorates with continued insecurity. This has further reduced access to land, agriculture inputs, and caused disruption of market systems.

\(^3\) FAO Yemen-EFRLP program food security reports 2018
The cultivated land under rain-fed condition decreased by 11% in recent years, while irrigated land under wheat and sorghum was decreased by 40% compared with statistics before the conflict. Wheat production costs increased from 145,000 to 344,000/YR/ha. In 2017, which is 137.4% higher than before the ongoing conflict. Lack of equipment (threshers and harvesters), high cost of production, unavailability of good quality seeds and increased costs, in addition to absent of marketing channels, have undermined improvements along key production value chains.

Livestock plays an important role in the economy of the country, with approximately 23.3% of the total local agriculture production and 17.5% of national GDP (MAI, 2013). Seventy nine percent of the rural families work in livestock sector. Most of the poor people in the rural areas of Yemen are rearing small ruminants but the majority are landless and depend totally on livestock raising for income to meet their basic needs. Nearly 88% of farmers are either pure livestock producers, or mixed agriculturists. The poor rainfall performance is affecting households that depend on the fodder for their animals as source of income and employment. In addition, movement of the IDPs from their original villages with their livestock is further burdening the host communities and exerting huge pressure on existing pastures nearby. Furthermore, livestock sector production and productivity deteriorated due to the lack of government support for subsidized veterinary disease surveillance, and vaccination campaigns to protect the livestock assets from disease.

Food security and the agriculture sector are inextricably linked; regardless of challenges in the sector, agriculture still contributes heavily to household consumption. The July 2019 IPC Snapshot results indicated that the slight improvement in the acute food insecurity situation was mainly due to two main contributing factors; (i) massive scale-up efforts of humanitarian food and livelihoods assistance, and (ii) household food availability from seasonal production.

The protracted conflict, which started in 2014 and intensified in 2015 drastically, affected the implementation of the NASS and Agriculture and Food Security Strategy in the following ways:

- **Conflicts in rural areas affected grown crops, which led to partial or total loss of the crops grown. The damage was also evident in the fruit sector. Many fruit trees died because of lack of irrigation water because of fuel or because farmers could no regularly visit their fields. Cases of total loss of products in the conflict areas are very common.**

- **The displacement of farmers from their original villages to a more safer sites, which appeared to be far away from their fields. This has contributed to the neglect of management of crops in the field. The irrigation water network from wells to the**

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fields was also affected as a result of physical damage by trucks and transport means or by lack of regular maintenance. Statistics show that more than 3 million farmers and households were displaced within the country and more than a million became refugees outside the country.

- The supply of farming inputs was also affected. Regular supplies of fertilizers or improved seeds and chemicals became scarce due to lack of regular imports. The prices of chemicals and input supplies were doubled and in some markets tripled compared to prices of similar items during and after conflict.
- The protracted conflict disrupted markets and made marketing difficult and risky in areas of intensive conflicts. Prices of commodities were nearly doubled or triples in prices during the conflicts. Some commodities simply vanished from local markets, as people ran out of produce for sale and began rationing any production for consumption. The damaged rural roads increased the cost of transport and affected smooth transport of agricultural and other inputs between villages or between urban and rural areas.

**b) Fisheries and Food security**

The fishing industry is dominated by an estimated 83,367 small-scale fishers and their 583,625 household members. The sector has continued to suffer due to the blockage of land, air, and marine ports for fish exports and other socio-economic challenges along the value chain due to the escalation of conflict in 2015. The different stages of the fish value chain are important income sources and self-employment opportunities in the coastal governorates of Hodeidah, Taiz, Aden, Lahaj, Abyan, Al Maharah, Hadramout and Shabwah. The continued conflict, military surveillance, shortage and high prices of fuel and electricity severely affect the quantity and quality of fish products supplied to the market.

The overall “GOAL” of the National Fisheries Strategy (NFS) is to "enhance the fisheries sector contribution to the national economic growth whilst ensuring environmental sustainability and resource sustainability, improving community livelihoods, strengthening the food security needs and job-creating economic empowerment opportunities with a focus on youth and women." Accordingly, NFS has defined its vision to develop a diverse, competitive, economically viable and environmentally sustainable fisheries sector. This will, in turn, deliver high quality, healthy food to consumers at home and for export abroad, thereby offering social and economic benefits to communities (particularly alternative employment opportunities in rural and remote areas with focus on youth and women). For optimum results, research and scientific evidence will guide this sector so it will operate responsibly to avoid depletion of certain demand-driven

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3 National Fisheries Strategy (2012-2025). Ministry of Fish Wealth, Republic of Yemen. Formulation were supported by UNDP and IFAD under the respective Economic Diversification Support Programme (EDSP) Fisheries and Fisheries Investment Project (FIP).
species breeds, ensure a sustainable environment, both locally and nationally, and use the supply chain approach to make strategic improvements at key points.

The NFS has identified for the short term (2012-2015) that it will focus mainly on securing and improving the livelihoods of fishers’ communities, efficient institutional structure, together with effective legal frameworks, and enhanced partnerships. In the mid-term (2016-2020), enhanced sectoral capacities of the private sector will inform community-based equitable inclusive economic growth through the development of small and medium-sized enterprises and aquaculture development, domestic and export market development. This will be paired with gradual improvement of operational and functional infrastructure systems. In the long-term, the main interventions will be sustainable stock management systems along with regional and international fisheries management initiatives.

In line with these, NFS builds a road map towards via a series of carefully selected prioritized programs that provide framework for objectives and actions to follow up the implementation of the strategy. Details regarding each “ACTION/ACTIVITY”, i.e. identification of partnerships to form, timeframes for completion, funding, are detailed in the NFS Action Plan Matrix. The matrices form the core of the implementation plan and should be used as guidelines and, as well as monitoring tool to ensure that, the objectives of the plan are achieved.

The total estimated cost of the strategy over its 14-year period is USD 817 million, of this, USD 425 million is the cost for the infrastructure development, 146 million for community livelihood and women empowerment, USD 44 million for aquaculture development, based on the best estimates, and will undoubtedly change over time.

The processes of NFS formulation were supported by UNDP and IFAD under the respective Economic Diversification Support Program (EDSP) Fisheries and Fisheries Investment Project.

The developments as of 2014 onwards have significantly affected the fisheries sector. Following are some cases of damage caused:

- The fish catch was reduced in terms of types and quantities. This was attributed to dangers associated with fishing practices and overall security in the fishing zones.

- Lack of fuel proved to be a limiting factor in fishing practices. Fishermen were forced to stick to narrow closely located areas for fishing, remote areas in the sea where fish is available in commercial quantities was left because of shortages of fuel and gasoline.

- The protracted conflict especially in the Tehama coastal zone has forced fishermen to stay away because of security reasons.
• The unstable citation along the coastal zone of western and eastern coasts of as forced many fishermen households to Yemen to move to a safer locations located sometimes far away from the coastal areas.

• When catch of fish is favorable, there are difficulties in transporting it to the surrounding markets or capital markets because of lack of or limited storage facilities and closed or unaccusable roads

• The termination of export of fishes to the neighboring oil rich countries confined transport and marketing of fishes to local markets only.

c) Agriculture Water, Food Security and Nutrition

Yemen is an arid country and agriculture accounts for some 93% in the National Water Sector Strategy and Investment Program (NWSSIP, 2008-2015).

NWSSIP was adopted by the Council of Ministers in 2004 and updated in 2008. In NWSSIP, the goal for agricultural water is to sustain agriculture by: (1) strengthening institutions to play their role in promoting efficient water use; (2) promoting sustainable agriculture through water resources protection and allocation; (increasing farmer incomes through increased water use efficiency; and (4) enhancing resource availability, sustainability and quality through water harvesting and watershed management. The strategies and investment programs for agriculture and for water are thus complementary within an integrated water resources management (IWRM) framework, with institutional strengthening and improved management of water supporting the agricultural strategy and productivity and income enhancement.

Overall in Yemen, but particularly in rural areas, water insecurity, in the form of water shortages, is the main threat. According to a recent study by the Center for Climate and Security (CCS, 2011), these shortages are the result of a complex interplay of unsustainable water use (90% of the nation’s water is used for agriculture, and a large portion of it for the highly water-intensive qat crop), climate change is expected to increase droughts and floods, rapid population growth, and a fragile government running poorly enforced natural resources management and conservation policies. At just 90m³/per capita/per annum, Yemen’s renewable freshwater resources are among the lowest in the world, and are rapidly depleting even further. Even before climate change is considered, due to declining water resources, 750,000 agricultural jobs might be lost over the next decade, and agricultural output may fall by up to 40%. While the incidence of prolonged droughts has increased over the past 30 years, and rain-fed agricultural areas are increasingly experiencing crop shortage, conversely, the incidence of flooding has also increased. Climate change is expected to amplify these phenomena.

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Low agricultural productivity, water scarcity, climate change, insufficient off-farm economic and employment opportunities, high rural population growth together with high dependency ratios constitute critical negative factors affecting rural areas and worsening rural poverty.

Underground water constitutes the main source of water in Yemen with a total reserve of 10,370 billion m³ and an annual 5 recharge of 1,525 billion m³. Total treated effluents reached 37 million m³ in 2012 of which 20 million m³ are used for agriculture, and 0.29 million m³ of desalinated water are produced in Aden. The gap between available water resources (2.5 billion m³) and the current water uses (estimated at 3.9 billion m³) has reached 1.40 billion m³ in 2012.

The protracted conflict which erupted in 2014 and lasted till today 2019 has significantly affected the agriculture and water supply sectors in different ways which can be summarized as follows:

- Many water regulations and structures were destroyed or abandoned as a result of conflict examples are:
  - Basin committees for the control and rational use of water resources in major basins which are known to be threatened by excess use of ground water resources has stopped functioning despite the fact that they were recently formulated.
  - Farmers associations in major irrigated areas were abandoned and the water use remained randomly managed.
  - The drilling of tube wells intensified and control of this drilling practiced by local water associations or authorities was reduced to the minimum. Interesting to note that drilling rigs increased significantly during the conflict. Statistics show the number of drilled wells in 2915 has increased by 20% compared to the same period of 2013 in Qaa Gahran alone.

d) Food Security and Nutrition Strategy:

Food Security and Nutrition Strategy was affected during the protracted crises in a significant manner. Examples are:

- Food availability from local production was affected significantly and farmers were forced to purchase their needs from local markets of from Aid programs.
- The difficulties associated with the availability of hard currency in the Central Bank especially after 2016 has reduced the amount of hard currency in the market for import of food requirements.
- The nonpayment of salaries to the majority of Government Agencies has left Government employees without cash to purchase their needs of food items from the local market. This resulted in the selling of assets by poor households.
The difficult access to local and major markets as a result of the conflict deprived people from accessing rural markets to secure their food needs.

The contaminated water and lack of hygiene at the household level is a means for spread of diseases and parasites. The outbreak of cholera recently is a bright example of this phenomenon.

e) Status of Implementation of National Strategies (NASS, NAIP, NFSS, and NFS)

The formulation of the above strategies was finalized together with the Implementation Plans. By the end of 2014-2015, the country was ready to launch these implementation plans. The updated National Agriculture Strategy and its updated investment Plan was first to finalize and launched. Few projects started to be implemented especially by the WB, IFAD and Arab Funds. However, these projects came to a standstill beginning of 2014 and 2015. The complicated political situation and the intensified outbreak of conflict negatively affected the overall policy environment and rendered the overall security situation dangerous to continue functioning.

The rapid change in political developments led to the collapse of the legitimate government and the takeover of the rebels and the formulation of new government instead. The implementation of other National Strategies such as, NAIP NFSS, NWSSIP, and NFS followed the same trend because of the limited time between formulation and implementation and very limited projects or components of projects were implemented. After the onset of protracted conflict, everything came to a standstill and development efforts were significantly affected.

f) Status of implementation of development activities during the period 2014 - 2019 in the agricultural sector

A number of a project were implemented during this period and detailed information about them are included below.

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<tr>
<th>A- Agricultural sector projects</th>
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<tr>
<td><strong>Title</strong></td>
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<tr>
<td>National Irrigation Program (WB)</td>
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<td>Sad Hassan Dam (Abu Dhabi Development Fund)</td>
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<td>Rural Growth Project (IFAD) + GEF+ Islamic network</td>
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<td><strong>OSRO/YEM/704/WBK</strong></td>
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<tr>
<td>Enhancement project (SAPREP)</td>
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<td>UNJP/YEM/038/PBF</td>
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<td>OSRO/YEM/801/JPN</td>
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<td>OSRO/YEM/806/JPN</td>
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<td>GCP/YEM/040/EC (Pro-Act)</td>
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USD$8,827,998

3. Interim Investment priorities in Agriculture, fisheries, and Food Security

- **Priority 1. Increase small scale farmers access to water and land resources**
  - Support of farmers and water users associations in the coastal plains
  - Promotion of cooperation among farmers to rationalize use of water resources
  - Establishment of small WUAs for better utilize water use in terraces

- **Priority 2. Increase the performance of nutrition sensitive crops and livestock target value chains**
  - Improved techniques of dairy production and dairy products among small farmers
  - Processing of mango fruits to increase their marketing value
  - Development of new techniques in fruit and vegetable post-harvest handling. To increase their export potential

- **Priority 3. Increase adoption of appropriate diet and nutrition practices in farming and rural households**
  - Improved nutrition among children using locally available products
  - Assessment of chabeeza in the feeding of children
  - Introduce new mixtures of feeding practices to improve dietary requirements of children

- **Priority 4. Improve Technical Capacity of key national and subnational agricultural Institutions on extension, research, and pest and decease diagnostic and surveillance**
  - Intensive local training of extension agents on new methods of extension in agriculture with emphasis on participatory approaches and farmers schools
  - On the job training of SMS in extension and plant protection approaches
  - Refreshment courses on research innovations which include on farm research activities, farmers managed research trials, joint implementation of experiments in farmers fields by research, extension and farmers
  - Refreshment courses for para-vets and technical assistants in agriculture
Priority 5. Improve the performance of the fisheries and aquaculture value chains
- Promote engagement of Yemeni families to establish small fish farms;
- Rehabilitation of fish landing centers with equipment and tools that enhance the benefit, increase the quality of production, and support the smoothness of fish statistics and data;
- Support and develop quality laboratories to achieve high quality standards for fishery products (It will achieve high input for the fisherman and raise the level of income);
- Support the information network between the trading centers and agencies and the fishery information center in the Ministry;
- Improve MFW capacity to measure and track fish stocks (research).

The above mentioned priorities have been the subject of intensive discussions in several planning workshops held in MoPIC, MAI as well Fisheries Ministry during the first half of July 2019. There was a general agreement that these priorities reflect government needs in principle and development efforts should embark on these priorities during the coming phase of interventions especially the Yemen Humanitarian Response plans (YHRP) for 2020-2021.

4. Concluding remarks

- This document was developed through a consultative process involving GoY Ministries and Institutions and reflects a consensus among key ministries (Representatives of MAI, Ministry of Fish wealth, Ministry of Planning and International Cooperation (MoPIC) in terms of interim priorities. The document was discussed with Government officials in Aden and Sana’a;

- The preparation of this document reflects the commitment of different parties to jointly implement the project with the assistance of the Supervising Agencies (FAO and the World Bank);

- It must be noted that there is a vital need to update the National Strategies and their investment plans as the first step after the approval of the project in order to capture any developments which might arise and might have a negative impact on the overall performance of the project (GAFSP);

- The situation in the country is very fragile and volatile and more flexibility should be incorporated not only in the interim plans but also for any new structures that may put in place.