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This action is funded by the European Union

ANNEX

of the Commission Decision on the individual measure in favour of the Republic of The Gambia to be financed from the 11th European Development Fund

Action Document for the Reinforced access of the most vulnerable populations to markets and socio-economic facilities through a feeder road rehabilitation programme

1. Title/basic act/ CRIS number	Reinforced access of the most vulnerable populations to markets and socio-economic facilities through a feeder road rehabilitation programme CRIS number: GA/FED/038-832 financed under the 11 th European Development Fund (EDF)	
2. Zone benefiting from the action/location	West Africa/The Gambia The rehabilitation/construction of the feeder roads shall be carried out at the following locations and include the following feeder roads: Fulada East: Soto Masamba – Trunk Rd (SB) Chamoi - DamphaKunda - Tamba Sansang Trunk Rd – Dingiri Wulli BajaKunda – BoroKandese Upper Badibu: Alkali Kunda – North Bank Trunk RD Illiasa – Katchang Rd Kantora: Suduwol – Nyama - Lari – Fatoto Fuluda West: Main Rd – Galleh Manda Nianja: Chamen – Tenda (Carol Wharf) Tumana/Kantora: SambarKunda – KulariNdimba LowerBaddibu: Kerewan – NJawara Nianja/UpperSaloum: Njau – Chamen Rd LowerNiumbi: Fass – Kerr Jane Kerr Jane – Kerr Selleh The improvement of the maintenance management of the road network will be located in Kanifing.	
3. Programming document	National Indicative Programme (NIP) 2015-2016, The Gambia, 11 th EDF	
4. Sector of concentration/	<ul style="list-style-type: none"> • Agricultural and Rural 	DEV. Aid: YES ¹

¹ Official Development Aid is administered with the promotion of the economic development and welfare of developing countries as its main objective.

thematic area	Development Sector • Transport Sector			
5. Amounts concerned	Total estimated cost: EUR 10 446 746 Total amount of EDF contribution: EUR 10 446 746			
6. Aid and implementation modality(ies)	Project Modality Indirect management with the United Nations Office for Project Services (UNOPS)			
7 a) DAC code(s)	99810 and 21010			
b) main Delivery Channel				
8. Markers (from CRIS DAC form)	General policy objective	Not targeted	Significant objective	Main objective
	Participation development/good governance	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
	Aid to environment	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Gender equality (including Women In Development)	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	Trade Development	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	Reproductive, Maternal, New born and child health	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	RIO Convention markers	Not targeted	Significant objective	Main objective
	Biological diversity	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Combat desertification	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Climate change mitigation	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Climate change adaptation	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
9. Global Public Goods and Challenges (GPGC) thematic flagships	N/A			

SUMMARY

The **"Reinforced Access of the most vulnerable populations to Markets and Socio-economic facilities through a Feeder Road rehabilitation programme"** will provide employment, increase household income and reduce poverty for the most vulnerable population in the poorest rural areas of the country, including female-headed households, who will be involved in the labour-based work programme. It will also provide them with access to markets, health and education. In this light, the project is a direct contribution from the European Commission to the implementation of the PAPED as it will support access to basic social services and provide for job opportunities to the most vulnerable populations.

The Gambia country profile has in recent years shown critical issues of food insecurity. The country's economy is fragile and social profile makes it particularly vulnerable to any number of potential shocks which risk setting back economic and social advances of recent years. In 2014/15 the double shock of drought, which affected agriculture, and the Ebola scare, which decimated a tourism industry only just recovering from the 2008 global financial crisis, led to rapidly rising food insecurity rates and migration overland to Europe. In periods of stress, food insecurity in the Gambia is frequently associated with either an unavailability of food production to subsistence based rural communities, which is usually caused by drought, or a lack of access to food in the shops by rural and urban populations alike due to low, or no, income. Furthermore, due to certain socio economic factors The Gambia still needs to make significant inroads into reducing malnutrition rates, which remain stubbornly high. By providing access to markets and services, the project will contribute significantly to rural development and the alleviation of poverty.

The main objective of the project is to enhance socio-economic development around the rural road network in The Gambia. This will be achieved through improved access to social facilities and markets in targeted rural areas and the enhancement of road network management.

In parallel to the reconstruction / rehabilitation of 126 km of rural feeder roads spread throughout the country using a mix of classic work contracts and labour intensive methods where possible, a strong focus will be put on the improvement of maintenance by local communities using labour intensive methods, thus ensuring ownership and sustainability of the investment in close coordination with local government authorities. The sustainability of the primary road network, financed under the previous EDF, would also be reinforced by strengthening the planning capabilities of the NRA and through the implementation of an axle load control master plan.

The European Commission will launch a strong communication campaign to ensure the EU visibility of the intervention. Furthermore, in order to ensure a proper follow-up and control of the project, the Commission will carry out results oriented monitoring as well as external evaluations (mid-term, final and ex-post evaluations) via independent consultants. The Commission will also appoint an internationally recognised external auditor. In addition, regular monitoring and follow-up will be ensured by the Delegation of the European Union to The Gambia.

1 CONTEXT

1.1 Sector/Country/Regional context/Thematic area (max. 3 pages, section completed during identification)

The main relevant Government policies and strategies in the Gambia are the following:

- Programme for Accelerated Growth and Employment (PAGE) 2012-2015,
- Agriculture and Natural Resource Policy (ANR) 2009 to 2015,
- Gambia National Agricultural Investment Programme (GNAIP) 2011 – 2015,
- The National Road Transport Policy issued in May 2011

The Gambia is one of the poorest countries in the world, ranking 172 out of 187 in the United Nations Development Programme (UNDP's) 2014 Human Development Report (HDR). Reasons for poverty in the Gambia include accessibility, levels of education, occupation, employment, gender, and family size. The 2010 UN Integrated Household Survey has shown that poverty is highest in households headed by agricultural workers with 63% of the total population of 1.7 million living in rural areas. In the very rural eastern part of the country, 80% of the population from 5 districts live below the poverty line. Access to health and educational facilities, better social cohesion, local governance and decentralisation, disaster mitigation, enhancement of employment opportunities, provision of water and sanitation facilities and all other desirable development benefits as envisioned in the PAGE will be significantly enhanced by the existence of widespread and affordable transportation. As clearly indicated in the PAGE, this in turn hinges on the availability of a well maintained road network, including feeder roads. Moreover, agriculture accounts for over 25% of gross domestic product (GDP), generates 40% of foreign exchange earnings, provides 75% of total household income (World Bank data 2003-2012).

The Gambia is marred by significant youth migration: according to International Organisation of Migration (IOM) migration survey of 2014, 8% of the Gambian population lived abroad. Most of youths migrating from The Gambia come from rural areas, therefore supporting agricultural development and access to market would increase income in rural areas and reduce youth migration. Agriculture as the most pro-poor sector in the country's economy, accounting for 44% employment of the population (IHS, 2010), remains to realise its full potential in youth employment generation. It is a sector described as the key to investing in youth development; it remains a predominantly rural activity with youths in rural areas more likely to be employed in the sector than youths living in urban areas. The relatively low percentage of youth working in agriculture has been attributed to the migration of youth from rural to urban areas as the first step to migration to Europe. It has been acknowledged in the National Human Development Report (NHDR) 2014 report that if this trend is not reversed, it will be difficult for the country to make any significant inroads in agriculture production and productivity. The present unemployment rate of youths in the Gambia stand at 38% with significant needs of employment and employability opportunities.

Evidence has shown that improved roads made markets more integrated, increased access to and knowledge of improved agricultural technologies, increased investment in these technologies by farmers, lowered transport costs of traders, increased competition amongst traders and, thus, increased prices for crops received by farmers, improved access to agricultural storage, increased investment in cash crops, increased prices and profitability of farmers (J.L Hine et al., World Bank, 2015). The existence of suitable roads and transportation linkages (for transport of farm inputs and outputs, business and commerce in general) is essential for the agricultural sector, as a means of supporting the productive

capacities and longer term sustainable expansion of the local economy. The transport sector also creates jobs during the construction and maintenance phases of the road network. To this end, the PAGE promotes the "concept of labour intensive technologies in the construction and maintenance of works to enhance the participation of local communities including youth and women" which is the approach followed by this project

1.1.1 Public Policy Assessment and EU Policy Framework

This overall political commitment is detailed in the PAGE, ANR, GNAIP and the National Road Transport Policy of May 2011. These policies includes governmental commitments on "Poverty Reduction and Transportation" through increased food and nutrition security, commercialisation of the ANR sector ensuring sustainable food and agricultural value chains and linkages to markets.

The Gambia has made tremendous efforts in recent years by developing a coherent framework in development policy. This framework is presently characterised by the national Vision 2020 (1996-2020), the PRSP I & II (Poverty Reduction Strategic Paper), as well as the last national development strategy known as the **Programme for Accelerated Growth and Employment (PAGE, 2012-2016)**. The PAGE considers that "the agricultural sector has the potential to become a pathway by which the Gambia can reach its long-term development goals, especially as regards poverty reduction and achieving food security". The PAGE also links to a number of sectoral policies, the most important of which is the **Agriculture and Natural Resources Policy** (ANR) which seeks to transform the sector from a traditional, low-output subsistence production economy with centralised structures, to a modern market-led sector with efficient value chains, diversified production base and effective decentralised structures. Importantly, The PAGE furthermore links to the **National Trade Policy, National Transport Policy** and the **National Export Strategy** which focus on addressing the challenges of trade imbalance, competitiveness and export-led economic growth. The trade policy in turn links to the **Micro, Small and Medium Enterprise Policy** (MSME) policy strategies which focus mainly on the productive sectors of agriculture and food processing, among others. The vision for the MSME policy is to achieve widespread access to appropriate finance for all MSMEs, provide job opportunities, serve the needs of the poorest members of society and provide a business-friendly legal and regulatory environment.

The linked challenges of **food insecurity and malnutrition** in the Gambia are complex and multifaceted. They require coordinated multi-sectorial approaches as well as Non State Actor partnerships and interventions involving public and private sectors, civil society, UN agencies and development partners. The **Gambia National Agricultural Investment Plan** (GNAIP) seeks to improve national and household food security with adequate nutritional levels, including during periods of disasters, targeting the most vulnerable groups and households of rural and urban communities. **The National Nutrition Policy** is a framework presenting nutrition as a crosscutting issue that needs to be coordinated and mainstreamed into national development policies and programmes.

Concerning "Heavy Vehicle Management", the Government shows a strong will to tackle the axle load control issue and rapidly apply relevant Economic Community Of West African States (ECOWAS) regulation. This would indeed have a crucial impact on the maintenance programme.

The EU has been instrumental in bringing the major part of the primary road network back up to reasonable standard. Maintaining the primary road network in good conditions requires a fully functioning road maintenance system with adequate and predicable funds from the Government. The secondary road network is in poor conditions. Core problems to be addressed by the project are i) to maintain the primary road network in good conditions, ii) to

improve the conditions of the secondary road network and its maintenance through intensive labour methods.

1.1.2 Stakeholder analysis

The first beneficiaries of the project are poor rural communities with inadequate access to markets, health and education. The choice of each feeder roads is based on a socio-economic approach following DAC indicators, the main indicator being the Rural Access Index (RAI): percentage of the population that have all-weather access to markets and to the main road network. 14 Feeder roads (126.1km) are included in the project according to the socio-economic approach and the available budget. The 3 most remote regions in the country are targeted (Upper River Region, North Bank Region and Central River Region). In each community being impacted by the works, a village road committee will be set up and workers will be identified to participate in the labour based construction and maintenance works and will benefit through paid employment. The involvement of the communities at an early stage and the use of labour intensive methods will ensure ownership and result in a strong support for the project. This will also have a spin-off effect for the subsequent maintenance phase.

Specific investigations into the possibility of community involvement in both the construction work and the maintenance work on the local feeder roads have shown that in all cases and at all levels the reaction was extremely positive. In fact many local communities are already making brave attempts to maintain the roads in their areas with local government support and using volunteer local labour. Unfortunately, this is often without technical skill and knowledge and the result is less than optimum for sustained work. A project that trains the local supervisors and utilises community involvement to improve the asset management will be most welcome at grass roots level.

Other beneficiaries include the NRA, an institution that was created in 2006 to manage the Gambian road network. Its financing tool for this task is the Road Fund also created in 2006. The creation of NRA and the Road Fund was a pre-condition to the implementation of the 9th EDF Support to Transport Plan project which provided technical assistance to the NRA to ensure its swift and efficient start. The 2002 Local Government Act puts local road authorities in charge of maintenance of secondary roads. Despite the creation of these institutions, the current condition of the Feeder roads network (over 1,600km) is far below standards, thus limiting the development of most rural areas. Feeder roads with their lower design criteria require efficient maintenance organisation and funding to enable maintenance interventions at an early stage. The lack of maintenance is due to:

- i) a lack of funding (only 25% of the current needs are covered by the Road Fund);
- ii) the maintenance backlog is too important to release Road Fund money for routine maintenance work;
- iii) the capacity of the NRA needs to be reinforced in terms of planning and budgeting for road maintenance;
- iv) the capacity of the construction industry, local authorities and the NRA, needs to be enhanced to carry out works including through the use of labour based methods.

Studies have shown that the main causes underlying the core problems are: a) Excessive damage to the roads; b) Lack of maintenance. The project will target the sub-causes with most leverage on the core problem: a) axle load control and b) maintenance organisation, including the financing system.

The excessive damage to roads is mostly due to overloaded vehicles. According to a 2010 survey, 36% of all controls on axle load are in excess of the ECOWAS limit of 11.5t per axle.

The Government launched the ECOWAS Interstate Road Transit (ISRT) in 2008, but it is still to be implemented. Axle load control would indeed improve the longevity of trunk roads of the Gambia, by significantly reducing the flow of overloaded vehicles. This would also allow a better use of funds for other development priorities. Concerning feeder roads, the introduction of a rain barriers mechanism would significantly reduce the damages caused by truck traffic during the rainy season.

Road users will be impacted by the axle load control, especially truck drivers from the whole ECOWAS region. Truck driver unions will be involved in the discussions on this subject matter in order to minimise resistance to the axle load control regulations.

UNOPS will involve the NRA and local government areas (LGAs) in the vicinity of the feeder roads projects during the implementation stage. Other stakeholders involved in the Agriculture, Education and Health sectors will benefit strongly from the project and will be contacted for coordination (other donors, non-governmental organisations NGOs etc).

1.1.3 Priority areas for support/problem analysis

Fulada East, Fulada West, Kantora, Tumana, Lower Baddibu, Upper Badibu, Nianja, Upper Saloum and Lower Niumbi are the districts communities identified for priority needs for feeder roads. They are all farming communities, characterised with low incomes and being remote. The regions where these communities are located comprise 25% of the Gambia population (Gambia Bureau of Statistics, 2015 (GBoS,)). The Gambia's agriculture sector and economy at large is deemed to have high potential for growth, thereby inducing improved food security and reducing poverty; these assumptions are affected by several factors such as infrastructures, limited access to markets and services, limited value-addition and processing facilities, and missing linkages within and between the agricultural value chains. These redundancies and limitations could be reduced with the provision and rehabilitation of access roads to services and markets.

Efforts should be made by the government to maintain the rest of the network at its current condition in order to avoid increasing the maintenance backlog.

Unavailability of funds to maintain the rehabilitated roads to an acceptable standard would make the project unsustainable. Strong advocacy by the EU will be necessary to secure a political commitment on this matter and the implementation of article 28 of "The Gambia Roads and Technical Services Authority Act, 2003" in terms of sources of revenue. The single basket act prevents revenues to flow directly into the Road Fund. However, the Government of The Gambia has shown in the past years that they have deposited into the Road Fund an amount equal or higher to all collected road user related taxes and charges (vehicle licensing and registration, road tax) to be used exclusively for the implementation of the planned road maintenance programme. If this trend is maintained, it would increase the available funding and allow for better programming.

For overloading to be reduced and the axle load control regulations to be properly enforced it is assumed that the political will remains high, from ECOWAS but also from the Gambian Government. Unstable diplomatic relationship between The Gambia and Senegal could also jeopardize the axle load component. The project will attempt to mitigate the risk of opposition from truck drivers' unions by operating a sensitisation campaign for all relevant stakeholders during the project duration and beyond.

The risk of insufficient budget will be mitigated by the potential removal of roads from the original planning, in reverse order of social impact.

2 RISKS AND ASSUMPTIONS

Risks	Risk level (H/M/L)	Mitigating measures
After rehabilitation/construction of the feeder roads there will be no funds for maintenance in the following years.	H	<p>Strong advocacy by the EU to secure a political commitment on maintenance.</p> <p>Commitment from the Government of The Gambia that they will still disburse, as they have done in the past, an amount at least equivalent to all collected road user related taxes and charges to the Road Fund to be used exclusively for the implementation of the planned road maintenance programme.</p>
Potential resistance to axle load control by truck driver unions	M	<p>Operating a sensitisation campaign for all relevant stakeholders during the project duration and beyond</p> <p>The truck drivers unions would be included in the steering committee of the project and several of its membership be trained and sensitised on both national and regional governance issues on road transport. Their members would also be used as interlocutors in order to minimise resistance of implementation of project activities.</p>
Unstable diplomatic relationships between The Gambia and Senegal could jeopardize the axle load component	M	<p>Ad-hoc border closures, which could reduce tax and tolls income destined to the road fund.</p> <p>By the end of the project, the trans-Gambia bridge would be in advanced phase of construction which should reduce the area of conflict.</p>
Assumptions		
<p>i) The Ministry of Finance will keep on depositing, each year into the account of the Road Fund, an amount equivalent or greater than all road user related taxes and charges collected the previous year.</p> <p>ii) The amount will be sufficient to cover the required maintenance costs.</p>		

3 LESSONS LEARNT, COMPLEMENTARITY AND CROSS-CUTTING ISSUES

3.1 Lessons learnt

Recent EU funded projects, such as the "Livelihoods Improvement through Institutional Strengthening, Food Security and Environmental Management" project (URRLIFE) in the Upper River Region of the Gambia and the "Promoting women's socio-economic rights in Central River Region in Gambia" as well as the "Promotion of Women's Equity of Access to Resources Through Marketing Federations" have either contributed to strengthen women groups' capacities to access productive resources, especially land, triggering an increase in productivity or increased youth employment in agriculture and skilled labour, trade and other productive sectors of the economy, thereby reducing the number of illegal migrants travelling from Gambia to Europe. The lessons learnt from these projects will complement the labour-based work programme to ensure maximum impact.

Approximately 60% of the classified feeder roads network had been brought up to engineered-standard during the 1990s (EU and UN support). The current condition of this feeder road network is poor due to a lack of maintenance although some sections are still in good condition. The feedback received from the Ministries of Health, Agriculture or Education and from UN agencies indicate that the poor quality of the feeder roads limits the development of very poor rural areas which cannot be reached all year-round.

The 9th and 10th EDF programme "Support to the Gambia's National Transport Plan" was conditioned to the creation of the NRA and the Road Fund. It included Technical Assistance to the NRA (both technical and organisational) to start preparing efficient road management and maintenance. Results-oriented monitoring (ROM) missions (May 2011 and June 2012) and the final report from the technical assistant (December 2010) provide the following comments / recommendations:

- "Human resources and technical knowledge at the NRA are still weak and financial resources of the Roads Fund cannot cover the road maintenance needs" (ROM 2011);
- "A dedicated Road Fund should receive direct allocation from taxes such as fuel levy, transit tax, other road-related taxes" and "Axle load control must be tackled on both national and regional basis as overloading will definitely reduce the life of the roads" (ROM 2012),
- "A Road User Charging Mechanism should be introduced", "Government should provide funds for removal of the maintenance backlog", "Axle Load Programme should be implemented", "Trainings to NRA are needed" etc. (TA Final report).

The revenue streams that are authorised to flow to the road fund will first flow into the general treasury due to the single basket act. However, the past years have shown an increased amount being deposited in the Road Fund by the Ministry of Finance and Economic Affairs, which is more than the collected revenues earmarked for the Road Fund. The Government of The Gambia is committing itself to look into the possibilities to scale up the revenues through a second generation Road Fund and fuel levy. Specific commitments would also decrease the backlog and release funds for routine maintenance. However, additional support to the planning and management systems of the NRA would be required.

Introducing labour based methods and optimising road design to reduce maintenance inputs, would assist and support the NRA in its task of maintaining feeder roads while ensuring ownership at a local level. The existing legislation allows for locally managed maintenance,

and according to consultations, the local government areas (LGAs) are keen to be involved at this level.

The Senegalese Axle load control management mode (through a Public-Private Partnership) has been assessed and discussed as a suitable management solution for the Gambia. The Government of the Gambia would be encouraged to adopt the same axle load control management model.

3.2 Complementarity, synergy and donor coordination

The project will have an important added value to the various agricultural and food security programmes implemented in the country. Access to villages will be facilitated and access to markets will be improved for farmers. This is particularly the case for the EU funded project "Improving food security through crop production intensification and school feeding programme" started in 2013 for which there is an overlap with the targeted regions and villages. The same applies to two other projects financed within the targeted regions, namely (i) Promoting women's socio-economic rights in Central River Region in Gambia and (ii) Promotion of Women's Equity of Access to Resources Through Marketing Federations. In both projects, women's socio-economic rights were promoted and economic empowerment and equal access to socio-economic resources facilitated. Women's groups were mobilised, and their capacities strengthened to access productive resources especially land. These actions have induced increase productivity in the targeted region. Other relevant EU supported interventions with synergy include the following parallel programming processes; the separate allocations under preparation for the 11th EDF Envelope B of EUR 11 500 000, Global Public Good Constraints (GPGC) allocation of EUR 3 000 000 to UNICEF for a nutrition and resilience building project as well as the anticipated Migration Trust Fund initiative (ITC).

Other donors in the agriculture and food security/nutrition sector include the World Bank, International Fund for Agricultural Development (IFAD), African Development Bank (AfDB), and Inter-American Development Bank (IDB), United Nations Conference on Trade and Development (UNCTAD), Arab Bank for Economic Development in Africa (BADEA), United Nations Environment Programme (UNEP) and The Global Environment Facility (GEF), all of which are members of the National Donor Coordinating Committee where the EU is represented by the HoD.

Regarding the transport sector, the EU has long been the major donor for investments in the Gambia with recent support through the reconstruction of 296km of trunk roads from 2007 to 2013. Recently other funding agencies have started contributing to the sector: BADEA is funding a feasibility study of feeder roads and together with others (Organisation of the Petroleum Exporting Countries (OPEC), EBID, Saudi Funds) is funding the construction of trunk roads. This may include the upgrading of the well maintained Basse-Fatoto trunk road linked to half of the feeder roads planned in the present project, which would increase the impact of the project even more. The AfDB has started work on the bridge over the river Gambia, including a weighing station.

However, the EU is the only donor involved in the governance of the road sector in The Gambia. The 9th & 10th EDF Transport programmes included the setting up of the NRA by providing tools (HDM-4, labs etc.) and improving capacities (with a focus on trunk road network). Therefore, the present project will complement and continue the work started under the previous programmes.

The formulation of the project has taken into account Senegal's axle load control master plan and the AfDB's intentions for the choice of location of axle load control facilities. The list of the roads concerned and information on labour intensive methods will be communicated to all

partners involved in the agricultural sector to ensure adequate synergies between the feeder road project and other agricultural projects.

3.3 Cross-cutting issues

Environmental sustainability: An environmental impact assessment concerning the rehabilitation of the selected existing rural roads has been performed. All road works affect the environment. However, this project being limited to road rehabilitation, maintenance and minor construction, lesser environmental concerns are anticipated. This situation does not call for full scale assessment but does require impact identification, mitigation and compliance monitoring. The issues identified by the assessment with the most important impacts are related to soil erosion, altered hydrology, dust and noise.

Gender: The target group for the present feeder roads programme are the rural poor, most of whom are women; of which 70% are engaged in low productivity rural subsistence agriculture in the Gambia. It is estimated that 78% of economically active women engaged in agriculture are considered extremely poor, meaning that the action proposed will have a measurable and demonstrated impact on the poorest and large section of women in the project areas. Poverty being more important for female headed households (63% against 48% normally), improved road access will benefit these women and thus contribute to gender equality. The involvement of female workers and, if possible, female headed households into the labour-based work programme will be facilitated in order to provide a minimum and regular income to this vulnerable population during the construction and the maintenance of the feeder roads programme.

HIV/AIDS: the prevalence of HIV/AIDS is about 2% in The Gambia. The arrival of workers may increase the risk of spreading infectious diseases in the rural areas, especially HIV/AIDS. The launch of a sensitisation campaign will be considered before and during the road construction to counteract this possibility. Information on other sexually transmitted diseases (STDs) will also be included in the campaign.

Good Governance: The project will participate in improving the road sector governance.

Human rights: The project will directly enhance some basic human rights for the rural population by improving their access to education and health centres.

4 DESCRIPTION OF THE ACTION

4.1 Objectives/results

Overall Objective:

The overall objective of the project is to enhance socio-economic development around road network in The Gambia and the creation of employment opportunities through the use of labour intensive methods.

The specific objectives are:

- I. Improved access to social facilities and markets in targeted rural areas
- II. Improved management of road network in The Gambia

4.2 Expected results and main activities

The challenge to improve road management and have an impact on socio-economic development in The Gambia is to ensure that the roads are, and stay, in good condition. Taking into account the fact that a large part of the trunk road network is in good condition

and the basis of the road management organisation is already in place, the strategy selected for the project is the following:

- Select feeder roads in rural areas where the impact on socio-economic indicators are the greatest
- Ensure ownership and sustainability of the feeder roads by enrolling communities into the works and maintenance through labour intensive methods.
- Address the necessity of improving technical capacities at local and national level with a focus on maintenance and on the management of road barriers.
- Ensure, through active dialogue and awareness-raising with the government, that the maintenance programme has the financial means to be implemented.
- Address the necessity of avoiding premature damage on the primary road network due to overloaded trucks thus reducing maintenance expenses and increase available funds.

To implement this strategy, the project is composed of the following results and activities:

Specific Objective1 - Improvement of Access to social facilities and markets in targeted rural areas

Expected Result 1: Roads to access the targeted rural areas in good condition

- *Main activity 1:* Reconstruction / rehabilitation and supervision of works of about 126km of feeder roads. The feeder roads are chosen taking into account socio-economic indicators to maximise the impact on communities the most in need of improved access to market, education and health centres. The design of the road is in accordance with the traffic, the importance of the road and other specificities (a road can be designed wider on a portion where road safety is an issue). Solutions to close the road during heavy rains to avoid important damages are included in the design.

The works activity will be divided into 3 lots: 2 "classic" work contracts defined with geographical criteria and 1 for works using labour intensive techniques. Whether road work is carried out mainly by machines or mainly by labour, the items of work are generally the same. The difference between labour based work and machine based work is the choice of the power unit to carry out the tasks required. There are only two items of work on roads that people cannot do well, which are: long haulage of bulk materials and compaction of road building materials. Apart from these, all other work items only need a choice of how many people to engage to complete the work in time.

Specific Objective 2 - Improvement of road network management in the Gambia

Expected Result 1: Improved Maintenance of Road Network

- *Main activity 1:* Maintenance works using labour intensive methods with labour sourced exclusively from the communities. It will focus mainly on the feeder roads to be reconstructed under specific objective 1. Supervision of the maintenance works will be performed with support from UNOPS. At the end of the project, the Road Fund should take over the funding of the maintenance, and budgeting should be done in time.
- *Main activity 2:* UNOPS will support road maintenance management with technical assistance and trainings to the involved stakeholders and targeted communities. This would include supporting the development of labour-based methods for road maintenance (development of guidelines, appropriate designs, standard contracts, set-up of

organisations, study tours, identification of available labour, mobilisation of village road committees, signature of agreements between national and local authorities, management of rain barriers etc.)

- *Main activity 3:* Provide specific Technical Assistance and trainings, through UNOPS, in material engineering, data records and road network planning, to increase its performance regarding the management of the Gambian road network.

Expected Result 2: Reduced overloading of trucks on trunk road network

- Main activity 1: Steering the creation of axle load control regulations for The Gambia in accordance with those of ECOWAS.
- Main activity 2: UNOPS will provide Technical Assistance and trainings to create/develop Axle load control unit. Sensitisation of road users and truck drivers would be an important part of their mandate.
- Main activity 3: Supply and installation of 2 fixed weighing stations and 4 mobile weighing devices according to the draft axle load control master plan.

4.3 Intervention logic

The identified activities will be categorised and organised under the following project components, to be implemented through a PAGODA with UNOPS:

Rehabilitation/construction of feeder roads – UNOPS will be tendering and supervising the works contracts for the roads foreseen in Appendices 3 and 4.

Road maintenance management–UNOPS will provide Technical Assistance (TA) to enhance the maintenance management plans for the coming years using HDM IV. UNOPS will also provide Technical Assistance concerning project related technical matters.

Maintenance works using labour intensive methods – UNOPS will provide a TA for the staff supervising these maintenance works in handling and supervision of labour intensive maintenance works to develop their capacity so that they will be able to take over the procurement and supervision of labour intensive maintenance works on the feeder roads following the completion of the project, financed by the National Road Fund.

Creation axle load control regulations– Technical assistance will be provided by UNOPS for the implementation of updating and/or preparing regulations concerning the axle load control in accordance with ECOWAS agreements.

Weighing stations – Technical assistance for the design of weighbridge locations will be provided by UNOPS, as well as support for the procurement and installation.

5 IMPLEMENTATION

5.1 Financing agreement

In order to implement this action, it is foreseen to conclude a financing agreement with the partner country, referred to in Article 17 of Annex IV to the ACP-EU Partnership Agreement.

5.2 Indicative implementation period

The indicative operational implementation period of this action, during which the activities described in section 4.2, will be carried out and the corresponding contracts and agreements implemented, is 48 months from the date of entry into force of the financing agreement.

Extensions of the implementation period may be agreed by the Commission's authorising officer responsible by amending this decision and the relevant contracts and agreements; such amendments to this decision constitute non-substantial amendment in the sense of Article 9(4) of Regulation (EU) 2015/322.

5.3 Not Applicable

5.4 Implementation modalities

5.4.1.1 Indirect management with an international organisation.

This action may be implemented in indirect management with UNOPS in accordance with Article 58(1)(c) of Regulation (EU, Euratom) No 966/2012 EDF applicable by virtue of Article 17 of Regulation (EU) 2015/323. Under specific objective 1 this implementation entails the procurement and follow-up of civil works and supervision contracts for the rehabilitation/construction of feeder roads executed in the traditional way as well as with the use of labour based intensive construction methods of the feeder roads mentioned in Appendix 4. Under specific objective 2 this implementation entails the procurement and follow-up of technical assistance to the National Roads Authority for the development of a maintenance management plan for the road network of The Gambia. It further entails the procurement and follow-up of technical assistance for the creation of an axle load control unit as well as to update of the concerned regulations in line with the ECOWAS agreement reached by the members on this axle load control. The procurement of four movable weigh stations and two weighbridges, as well as the installation of these two weigh bridges.

This implementation is justified because UNOPS has a long standing experience in procurement and supervision of construction of roads with traditional as well as labour intensive based construction methods. They also have experience in rapidly providing training to government departments for the development of maintenance management programmes and subsequent support to these government departments in following and executing those programmes.

The entrusted entity would carry out the following budget-implementation tasks: procurement of goods, services and works, contracting of partners for the implementation of the activities in The Gambia. This includes launching calls for tenders; definition of eligibility, selection and award criteria; evaluation of tenders and; award of contracts; concluding and managing contracts, carrying out payments, recovering moneys due etc.

The entrusted international organisation is currently undergoing the ex-ante assessment in accordance with Article 61(1) of Regulation (EU, Euratom) No 966/2012 applicable in accordance with Article 17 of Regulation (EU) 2015/323. The Commission's authorising officer responsible deems that, based on the compliance with the ex-ante assessment based on Regulation (EU, Euratom) No 1605/2002 and long-lasting problem-free cooperation, the international organisation can be entrusted with budget-implementation tasks under indirect management.

5.5 Scope of geographical eligibility for procurement and grants

The geographical eligibility in terms of place of establishment for participating in procurement and grant award procedures and in terms of origin of supplies purchased as established in the basic act and set out in the relevant contractual documents shall apply.

The Commission's authorising officer responsible may extend the geographical eligibility in accordance with EDF-ACP States Article 22(1) (b) of Annex IV to the ACP-EU Partnership Agreement on the basis of urgency or of unavailability of products and services in the markets of the countries concerned, or in other duly substantiated cases where the eligibility rules would make the realisation of this action impossible or exceedingly difficult.

5.6 Indicative budget

The total project cost is estimated at EUR 10 446 746, which shall be financed from the NIP in the framework of the revised ACP-EU Partnership Agreement.

The budget sets out as follows:

Components	EU contribution (amount in EUR)	Indicative third party contribution, (amount in EUR)
5.3.1 Indirect management with UNOPS		
Specific Objective 1 Improvement of access to targeted rural areas	5 968 000	
<ul style="list-style-type: none"> • Works • Supervision of works 		
Specific Objective 2 Improvement of road network management in the Gambia	3 422 000	
<ul style="list-style-type: none"> • Maintenance of feeder roads using labour intensive methods. • TA for supervision of maintenance works using labour intensive methods and maintenance planning. • Material and works for weighing stations 		
Evaluation and Audit	100 000	
Communication and Visibility	20 000	
Contingencies	936 746	
Totals	10,446 746	

5.7 Organisational set-up and responsibilities

The project management structure will be headed by a Project Board. The Project Board is accountable to corporate or programme management for the success of the project. It has the authority to direct the project within the remit set by corporate or programme management as documented in the project mandate. The Board is also responsible for the communications between the project management team and stakeholders external to that team (e.g. corporate and programme management).

A project steering committee will be established to oversee and validate the overall direction and policy of the project. The project steering committee shall meet at least twice a year (or more often as needed) during project implementation. Other key stakeholders will be invited

to participate in the Steering Committee on an as needed basis. Those stakeholders include but are not limited to: members of the Project Board, Local Government Agencies, the Gambian Chamber of Commerce and Industry (GCCCI) and Truck Driver Unions.

UNOPS shall submit their technical and financial reports (where applicable, to the project steering committee and) and to the Head of Delegation.

5.8 Performance monitoring and reporting

The day-to-day technical and financial monitoring of the implementation of this action will be a continuous process and part of the UNOPS's responsibilities. To this aim, UNOPS shall establish a permanent internal, technical and financial monitoring system for the action and elaborate regular monthly progress reports and final reports. Every report shall provide an accurate account of implementation of the action, difficulties encountered, changes introduced, as well as the degree of achievement of its results (outputs and direct outcomes) as measured by corresponding indicators, using as reference the log frame matrix. The report shall be laid out in such a way as to allow monitoring of the means envisaged and employed and of the budget details for the action. The final report, narrative and financial, will cover the entire period of the action implementation.

The Commission may undertake additional project monitoring visits both through its own staff and through independent consultants recruited directly by the Commission for independent monitoring reviews (or recruited by the responsible agent contracted by the Commission for implementing such reviews).

A baseline and a final survey will be defined to monitor the project's performance. UNOPS and each Technical Assistant procured by them will be in charge of monitoring the indicators in Annex 1 (the logical framework) during the project lifetime and report to the steering committee, which will monitor the performance of the project.

5.9 Evaluation

Having regard to the nature of the action, a mid-term evaluation and impact survey will be carried out for this action or its components via independent consultants contracted by the Commission. At the end of the project a final evaluation would be performed. It will be carried out for accountability and learning purposes at various levels taking into account in particular the fact that the Commissions needs to measure the impact of its development actions on the lives of the local communities.

The Commission shall inform the implementing partner at least 1 month in advance of the dates foreseen for the evaluation missions. The implementing partner shall collaborate efficiently and effectively with the evaluation experts, and inter alia provide them with all necessary information and documentation, as well as access to the project premises and activities.

The evaluation reports shall be shared with the partner country and other key stakeholders. The implementing partner and the Commission shall analyse the conclusions and recommendations of the evaluations and, where appropriate, in agreement with the partner country, jointly decide on the follow-up actions to be taken and any adjustments necessary, including, if indicated, the reorientation of the project.

Indicatively, one (1) contract for mid-term evaluation services shall be concluded under a framework contract in the 2nd semester of 2017 and one (1) contract for the final evaluation in the 2nd semester of 2019.

5.10 Audit

Without prejudice to the obligations applicable to contracts concluded for the implementation of this action, the Commission may, on the basis of a risk assessment, contract independent audits or expenditure verification assignments for one or several contracts or agreements.

Indicatively, one (1) verification mission is foreseen to be concluded under a framework contract during the implementation of the action.

5.11 Communication and visibility

Communication and visibility of the EU is a legal obligation for all external actions funded by the EU.

This action shall contain communication and visibility measures which shall be based on a specific Communication and Visibility Plan of the Action, to be elaborated at the start of implementation and supported with the budget indicated in section 0above.

In terms of legal obligations on communication and visibility, the measures shall be implemented by the Commission, the partner country, contractors, grant beneficiaries and/or entrusted entities. Appropriate contractual obligations shall be included in, respectively, the financing agreement, procurement and grant contracts, and delegation agreements.

The Communication and Visibility Manual for European Union External Action shall be used to establish the Communication and Visibility Plan of the Action and the appropriate contractual obligations.

6 APPENDICES

- Appendix 1 – Logical framework
- Appendix 2 – Indicative operational timetable
- Appendix 3 – Map with location of works
- Appendix 4 – List of roads

APPENDIX - INDICATIVE LOGFRAME MATRIX (FOR PROJECT MODALITY) ^{2]}

	Results chain	Indicators	Baselines (incl. reference year)	Targets (incl. reference year)	Sources and means of verification	Assumptions
Overall objective: Impact	Socio-economic development around road network enhanced	OO I1: Volume of agricultural GDP	OO I1 B: 28% (GBoS 2015)	OO I1 T: 33%	OO I1 S: GNAIP, National economic surveys, SMART survey, Project baseline/ impact surveys	No major climate related disasters or pest/disease outbreak Government & donor commitment
		OO I2: Status of legal and operational framework and financing of the governance of the road sector (particularly maintenance)*	OO I2 B: No operational and governance framework established	OO I2 T: Sustainable legal and operational framework and financing of the governance of the road sector (particularly y	OO I2 S: NRA Reports and Publications	Transport service regulations remain conducive to growth and competition

² Mark indicators aligned with the relevant programming document mark with '*' and indicators aligned to the EU Results Framework with '**'.

				maintenance) established by 2019		
Specific objective(s): Outcome(s)	1. Access to social facilities and markets improved in targeted rural areas	SO I1: Average Number of journeys to access social facilities undertaken by community members	SO I1-B: 204/day Ave. – 2015	SO I1-T: Ave. 584/day - 2020	SO I1-S: Project Socio-economic impact survey	Road fund budget used for road maintenance (not rehabilitation or development)
		SO I2: Proportion of HH with increase income generated*	SO I2 B: TBC in the first year	SO I2 T: 70%	SO I2-S: GNAIP Priority Indicator list	
		SO I3: Transportation cost in real terms on project roads.	SO I3-B: Data N/A in 2015, TBC in the first year of operations	SO I3-T: Travel cost decreased on project roads by 3% in real terms by 2020	SO I3-S: Project survey	
		SO I4: % modal shift on lower end of	SO I4-B: no data, TBC in	SO I4-T: upward	SO I4-S: Socio-economic impact	

		transport mode matrix	the first year of operations	shift by 15% in 2020	survey	
		SO I5: Number of people having access to all-season feeder roads	SO I5-B: approx. 70,000 (10% of target regions pop.) in 2015/2016 as the feeder roads are to be constructed	SO I5-T: TBC number of people with access in 2020		
	2. Management of road network in The Gambia improved	SO 21:Status of measurement	SO 21-B: No measurement takes place 2015/2016	SO 21-T: Measurement takes place semi-annually by 2020	SO 21-S: NRA annual reports	
		SO 22: Status (condition) of primary networks and feeder roads	SO 22-B: No Maintenance in the year 2015/2016	SO 22-T: Primary network and 10% of Feeder roads are kept in good	SO 22-S: NRA Reports	

				condition by end of Project (2020).		
		SO 23: Proportion of road network in good and fair condition*	SO 23-B: No data, TBC in the first year of operations	SO 23-T: 90% (2020)	SO 23-S: Maintenance plans and road condition surveys	
Outputs	SO1-O1: Roads to access the targeted rural areas in good condition	O1 I1 Km of feeder roads rehabilitated to sustainable accessibility standard within 2 years of the project	O1 B1: 0	O1 T1: 126 km of feeder roads rehabilitated	O1-S: Project reports	Maintenance funded and optimised on rest of the feeder road network People trained in labour based technics will be used for Feeder road works.
	SO2-O2: Maintenance of Road Network improved.	O2 I1: % of disbursements from the Road Fund	O2 B1: 0	O2 T1: 90% of Road fund disbursed	O21-S: Road Fund reports	NRA staff turnover below 10%

				according to the Road Fund Act		
		O2 I2: Status of maintenance on all trunk roads	O2 B2: no maintenance	O2 T2: maintenance performed every 12 months	O22-S: Annual reports of NRA and Road Fund	Full application of the 'rain barriers' rule
		O2 I3: Status of maintenance plan	O2 B3: no plan	O2 T3: Plan approved by 2019	O23-S: LGA Activity Reports	
	SO2-O3: Overloading of heavy trucks on trunk road network reduced.	O3 I1 Overloading of trucks changed	O3 B1: No Data	O3 T1: decreased <20% in number and <45% in amount per month at the end of the project	O3-S: Weigh station records	Political support for weigh stations remains high within region

Specific Objective 1 Output 1 - Main Activities Required – Roads to access the targeted rural areas in good condition

Main Activities	Description
A1	Feeder roads rehabilitation works by labour based methods under programme estimates. 32.1km foreseen. Feeder roads maintenance backlog reduction works programme in 2 lots: east and west. 93.3km foreseen. Supervision of the works.

Specific Objective 2 Output 2 - Main Activities Required – Maintenance of Road Network Improved

Main Activities	Description
A1	Support LGAs and local communities to maintain completed rehabilitated roads under Specific Objective 1 for 2 years through labour based feeder road work. Supervision of the maintenance works.
A2	Support and develop road maintenance management through service contract for Long term TA. Develop appropriate road design, materials and road drainage manuals and operational guidelines including feeder roads and labour based methods. Develop standard labour based contract documents, procedures and systems for involvement of local communities in labour based road maintenance work.

	<p>Develop national labour based roadwork programme.</p> <p>Mount training courses in Labour based methods for feeder road contracts.</p> <p>Conduct Study tour and trainings for staff for labour based road construction and maintenance.</p> <p>Mobilise CBOs and Village road committees to perform labour based maintenance on rural feeder roads.</p>
A3	<p>Develop training programme and implement training.</p> <p>Develop and implement programme to Train Materials lab staff, and mentor management in materials management and records.</p> <p>Mentor staff in GIS and data records management and roads network planning HDM4 and others.</p>

Specific Objective 2 Output 3 - Main Activities Required – Overloading of trucks on trunk road network reduced

Main Activities	Description
A1	Steering the creation of axle load control regulations for the Gambia.
A2	Create /develop Axle load control unit within the Ministry of Works with mandate and institutional capacity to manage permanent weigh stations and mobile units.
A3	<p>Acquire Sites for permanent weigh stations.</p> <p>Procure and manage supply, works and installation of Equipment and infrastructure for 2 permanent weigh stations.</p> <p>Procure and manage supply of mobile weigh pads.</p> <p>Supervision of works for 2 permanent weigh-stations.</p>

APPENDIX 2: INDICATIVE OPERATIONAL TIMETABLE

		Year 1				Year 2				Year 3				Year 4				Year 5				Year 6			
		Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4
Component 1 - Improvement of Access to Targeted Rural Areas																									
Result 1	main activity 1 - Rehabilitation/construction of 125.4 km of feeder roads																								
Component 2 - Improvement of Access to Targeted Rural Areas																									
Result 1	main activity 1 - Maintenance works using labour based intensive methods																								
	main activity 2 - TA and training of involved stakeholders and targeted communities																								
	main activity 3 - TA and training in material engineering, data records & road network planning																								
Result 2	main activity 1- Axle load control regulations for The Gambia																								
	main activity 2 - TA and trainings to create/develop an axle load control unit																								
	main activity 3 - Supply and installation of weighing facilities																								
Audit & evaluation																									
Evaluations																									
Closure phase																									

APPENDIX 3: LOCATION OF WORKS



APPENDIX 4 – LIST OF ROADS

ROAD	DISTRICT	REGION	LENGTH (KM)	EAST CONTRACT	WEST CONTRACT	LABOUR (PROGRAMME ESTIMATE)
SOTO MASAMBA -TRUNK RD (SB)	FULADA EAST	U.R.R	4.9			X
CHAMOI - DAMPHA KUNDA - TAMBA SANSANG	FULADA EAST	U.R.R	7.8	X		
TRUNK RD- DINGIRI	FULADA EAST	U.R.R	4.2	X		
ALKALI KUNDA - NORTH BANK TRUNK RD.	UPPER BADDIBU	N.B.R	2.6			X
SUDUWOL -NYAMA -LARI - FATOTO	KANTORA	U.R.R	23.4	X		
MAIN RD- GALLEH MANDA	FULADA WEST	C.R.R	7.4			X
ILLIASA - KATCHANG ROAD	UPPER BADDIBU	N.B.R	6.7			X
CHAMEN - TENDA (CAROL WHARF)	NIANJA	C.R.R	3.5			X
SAMBAR KUNDA - KULARI NDIMBA	TUMANA/KANTORA	U.R.R	17.4	X		
NJAWO - CHAMEN ROAD	NIANJA/ UPPER SALOUM	C.R.R	7.0			X
FASS - KERR JANE	LOWER NIUMBI	N.B.R	17.0		X	
KERR JANE - KERR SELLEH	LOWER NIUMBI	N.B.R	7.0		X	
BALJAKUNDA – BORO KANDESE			7.6			
KEREWAN - JAWARA	LOWER BADDIBU	N.B.R	9.6		X	
GUNJUR - GUNJUR TENDA (SEA SIDE)	KOMBO SOUTH	W.R	2.6		PROV	
TOTAL FIXED PART ONLY			126.1			
TOTAL INCLUDING PROVISIONAL ROAD			128.7			

X = INCLUDED AS FIXED ROAD IN THE TENDER
DOSSIER
PROV = INCLUDED AS PROVISIONAL ROAD IN THE TENDER
DOSSIER