

SUMMARY

Annual Action Programme 2018 in favour of the Republic of The Gambia to be financed from the 11th European Development Fund

1. Identification

EDF allocation	11 th European Development Fund (EDF)
Total cost	EUR 92 000 000 (EU contribution)
Basic act	Council Regulation (EU) 2015/322 of 2 March 2015 on the implementation of the 11 th European Development Fund

2. Country background

The 2017 political shift has been welcomed with very high and optimistic expectations among citizens and the international community. Reforms are expected in all sectors and women will have an important cross-cutting role in the country's development. It is in the interest of the EU and The Gambia to support this change. The hopes of the population to see rapid democratic reforms and economic dividends in terms of improved living conditions are high. The new Government is committed and has elaborated a National Development Plan (NDP), defining strategic priorities and key reforms towards democratic transition and sustainable development of The Gambia.

In this context, the EU organized, together with the Government of The Gambia, the International Conference for The Gambia in May 2018, where the international community showed full political support to the new government of The Gambia and pledged EUR 1 450 000 000 to support the priorities identified in the National Development Plan. Partners also committed to quick and efficient implementation to deliver.

The present Annual Action Programme (AAP) is fully aligned with the governmental priorities and will contribute to the governance reinforcement and support of the democratic reforms (constitutional, Security Sector Reforms (SSR) and judiciary), and help implement the national development strategy aiming at poverty reduction as well as strengthening democratic processes. It will also contribute to address the critical situation of the electricity sector in The Gambia, thereby providing tangible improvements in the daily life of the population and allowing for better performance of the economy.

3. Summary of the Action Programme

1) Background:

The past 22 years of authoritarian rule under Yahya Jammeh have left a heavy toll and a dire economic, financial, and political legacy. The chronic financial mismanagement and the fact that the former President had siphoned off a substantial part of the country's wealth to his private coffers left the country almost bankrupt. The country remains politically divided and economically fragile. Substantial reforms of the institutional fabric are being prepared or have

been launched, which will be very challenging for a new administration. Nevertheless, the new government under President Barrow has well understood this unique opportunity and is committed to transforming the country into a new Gambia with strong democratic institutions, that respects democracy and protects human rights, that enjoys economic growth and sustainable development. The State and Resilience Building Contract (SRBC) will support the democratic reforms and economic transition period with budget support and technical assistance.

In addition, the new government of The Gambia's human and institutional capacities to formulate policies, design and implement projects and programmes and deliver quality services are limited, as is the case for financial resources. In this context, support measures will provide strategic support for capacity building in the implementation of The Gambia – EU Cooperation.

Besides, the country's electricity sector is facing substantial challenges that have prompted the new government to make energy a priority for the country. EU cooperation policy with The Gambia includes supporting the improvement of the energy demand management, energy efficiency, renewable energy generation and clean technology development and transfer.

The energy sector in The Gambia is characterised by the predominance of biomass and fuel wood and oil imports. At the moment, there is no significant renewable energy penetration in The Gambia, hydropower resources are inexistent and wind energy resources are rather low. The abundant solar resource has not yet been exploited. Despite the existence of a multisector regulator that has made progress in legislation, the electricity sector remains controlled by the National Water and Electricity Company (NAWEC). This fact has led the new government to set renewable energy as a priority for the country and the EU has committed to support them.

2) Cooperation related policy of beneficiary country

The government has recently adopted "The Gambia National Development Plan 2018 – 2021" (NDP), aiming at strategically responding to domestic challenges faced by the country and to accommodate international commitments such as the African Union Agenda 2063 adopted in July 2015, the Sustainable Development Goals (SDGs), the Paris Climate Change Agreement agreed in 2016, and the Istanbul Declaration, which are additional instruments being adopted by The Gambia as a signatory.

The National Development Plan has become the key document to guide sustainable development and economic growth and among its eight main priorities, this AAP will be covering Priority 1: restoring good governance, respect for human rights, rule of law; Priority 2: Stabilizing our economy, stimulating growth and transforming the economy; and Priority 5: Building our infrastructure and restoring energy services to power our economy.

The new Government has expressed its intention to "deliver good governance and accountability, social cohesion, and national reconciliation and a revitalised and transformed economy for the wellbeing of all Gambians". This includes a strong commitment to develop the National Security Policy, and the EU strongly supports this process. The government is also determined to "leave no one behind" as it acknowledges that youth are the engine of growth and will be the essential pillar for any development and that gender equality and women's empowerment are still major challenges in Gambian society.

Regarding the energy sector, The Gambia Electricity Sector Roadmap, updated in October 2017, provides an opportunity for the new government to express its vision for the sector and for all stakeholders, including national and international players (old and new) to re-affirm

their commitment to the vision for the sector. Our energy measure represents the main EU support to the achievement of this Roadmap. It is also fully in line with the Sustainable Energy for all (SE4ALL) initiative.

3) Coherence with the programming documents:

The actions in this AAP are fully aligned with the focal sectors identified in the NIP for The Gambia under the 11th EDF.

In the context of "people", the State and Resilience Building Contract (SRBC) is foreseen for the first focal sector: Governance/Rule of law/Security under the NIP 2017-2020. Within this focal sector, two consecutive State Building Contracts are to cover the financial years 2017 to 2019. The consistency of the consecutive and complementary budget support operations for The Gambia will be a key enabler for reforms, supported by the political dialogue between the EU and the Gambian Government, to address concerns and challenges relating to fundamental values and economic growth.

In addition, the contribution to the energy sector follows the 2030 Agenda of Sustainable Development goals and the new European Consensus on Development "Our World, Our Dignity, Our Future". It is the 3rd focal sector under the NIP: Renewable energy/Climate Change/Infrastructures.

Also access to secure, affordable, clean and sustainable energy services has been identified by the European Union's Agenda for Change as one of the EU's priorities and a key driver for inclusive growth. The EU strongly supports SDG 7 on affordable and clean energy, and has been one of the leaders in the UN initiative on SE4ALL aiming at: a) ensuring universal access to modern energy services; b) doubling the share of renewable energy in the global energy mix; and c) doubling the global rate of improvement in energy efficiency. The EU's target is to help developing countries to provide access to sustainable energy services to 500 million people by 2030. These are in line with the targets established within the Africa-EU Energy Partnership.

Finally the TCF project is complementary to all EDF funded projects in The Gambia. In addition to specific EU activities, these Support Measures will contribute to policy dialogue, donor harmonisation, joined/coordinated donor activities, such as analytical studies. The TCF and NAO support under this programme will also contribute to increase coherence of EU programmes. As such, the framework for consultation and regular exchanges between key stakeholders (government, donors and NSA) will be strengthened for the most effective management and use of the EU aid. TCF can also be mobilised to support analytical activities underpinning EU Programming, such as for instance a Joint EU Assessment of The Gambia National Development Plan (NDP).

4) Identified actions:

"State and Resilience Building Contract for The Gambia": The SRBC will support the democratic and economic transition period with budget support and technical assistance. The present State and Resilience Building Contract (SRBC) intends to capitalise on the preliminary achievements under the first budget support State Building Contract (SBC) of EUR 30 000 000 launched in 2017, that has mitigated the most urgent budgetary and foreign exchange needs of the country. The new SRBC will particularly focus on the consolidation of the macroeconomic and fiscal framework, through better Public Financial Management and improved domestic resource mobilisation, and support the national reform agenda such as

defined in the recently designed National Development Plan 2018-2021 (NDP). This new budget support contract will also encompass a strong cross cutting gender dimension.

"EU Support to The Gambia Sustainable Energy Sector Programme"- Contribution to the Africa Investment Platform (AIP): The overall objective is to contribute to The Gambia's economic and social development through the access to sustainable energy. In this sector the blending mechanism has been selected as the most adequate, exploiting the synergies with financial partners to improve the leverage effects of EU grants by attracting loans. Financial Institutions are engaged in actively identifying projects to ensure lighting and basic energy services to the population in The Gambia; improve access to energy and reliable electricity from renewable sources to the population; enabling access of decentralised communities to basic social services and enabling social and professional activities; reducing the cost of electricity by improving energy distribution grids and by reducing the need for consumption of imported fossil fuels, etc.

"The Gambia Technical Cooperation Facility (TCF II)": The overall objective of this action is to increase the impact and the sustainability of the cooperation activities of the European Union in The Gambia. The specific objectives are (i) to ensure the effective delivery of EU development cooperation in The Gambia, and (ii) to ensure a more coherent and informed approach to policy dialogue, development cooperation and related issues.

5) Expected results:

The overall expected result of this AAP is to support sustainable and inclusive growth and the improvement of political and economic governance in The Gambia, as spelled out in the National Development Plan.

The outputs for the first action are:

- Macroeconomic stability and fulfilment of the government's budgetary obligations related to the financing of vital state functions and the National Development Plan (NDP).
- Improve governance and Public Financial Management (PFM) systems for more efficient and accountable use of public funds and effective public service delivery.
- Democratic reforms and improvements in the area of Security sector governance, Transitional justice, and Gender equality.

This action is relevant for the United Nations 2030 Agenda for Sustainable Development. It contributes primarily to the progressive achievement of SDG 1 "No poverty", but also promotes progress towards SDG 8 "Decent work and economic growth" and SDG 16 "Peace justice and strong institutions".

The expected results for the second action are:

- Specifically improve renewable electricity generation (on-grid solar energy); reinforce the power transmission capacity and efficiency;
- improve reliable electricity from renewable sources, particularly in decentralised communities and for specific vulnerable groups;
- The energy sector efficiency and resilience will be improved by upgrading the transmission and distribution network. Reduce the cost of electricity by improving energy distribution grids and by reducing the need for consumption of imported fossil fuels.

This action is relevant for Agenda 2030. It contributes primarily to The Gambia's efforts to progressively achieve Goal 7 Affordable and Clean Energy, Goal 3: Good Health and Well-

Being for people and Goal 4: Quality Education, but also promotes progress towards Goal 8 Decent Work and Economic Growth, Goal 12: Responsible Consumption and Production, and Goal 13 Climate Change.

For the third action the expected results are:

- Enhance capacities of the National Authorising Officer Support Unit (NAO-SU) in the implementation, monitoring and evaluation of national and regional EDF and other EU resources.
- Strengthen partnership and policy dialogue among Government, EU, NSAs and development partners.
- EU funded programmes and projects are properly identified, formulated, implemented, monitored and evaluated with participation of Government, NSAs and development partners, and Transparency and publicity of the use of EU resources is ensured through visibility and communication of EU actions.

This programme is relevant for Agenda 2030. It contributes primarily to the progressive achievement of Goal 17 on Partnerships for sustainable development but also indirectly promotes progress towards several Goals, including Goal 1 (no poverty); Goal 2 (zero hunger); Goal 5 (gender equality); Goal 7: (affordable and clean energy); Goal 8 (Decent work and economic growth); Goal 10 (Reduced inequalities); Goal 13 (Climate action); and Goal 16, (peace, justice and strong institutions).

6) Past EU assistance and lessons learnt.

The EU has always stood by the people of The Gambia even in the most difficult times. However, with the democratic transition, the EU-Gambia partnership was reinforced and cooperation was stepped up.

Most of the allocated EU resources for The Gambia under the 11th EDF NIP have already been engaged. Therefore, earlier this year the EU mobilised additional EUR 100 000 000 from the EDF reserve as a top-up in order to maintain the dynamics of its support for the next years.

Under the AAP 2017 the first budget support State Building Contract (SBC) of EUR 30 000 000 was launched, and mitigated the most urgent budgetary and foreign exchange needs of the country with the first disbursement being made in august 2017. The present SRBCII intends to capitalise on the preliminary achievements and include a variable tranche to have a bigger leverage and impact on the progress of the democratic reforms.

Furthermore the current contribution to the AIP will sum up to the funds engaged in the AIP in 2017 and will make available a bigger amount to contribute through blending mechanisms in the energy sector, allowing the EU to get engaged and have a bigger leverage in large scale projects that will cover the whole territory. The action will capitalise also on the outcomes of previous EDF Regional Indicative Programmes that funded an important multiannual and multi country Regional Solar Program to provide off grid PV installations in rural communities of the Sahel, under the authority of the Permanent Interstate Committee for drought control in the Sahel (CILSS).

Finally the TCFII, will ensure continuity of the 36-month 11th EDF Phase 1 project "The Gambia Technical Cooperation Facility (TCF I)", signed in July 2016 for a value of EUR 2 050 000. The actions have proved useful in providing funding for NAO-SU, for technical assistance, training, events and other activities.

7) Complementary actions/donor coordination.

With the outcomes of the International Conference for The Gambia and the important amounts pledge by different donors, additional coordination and complementarity efforts will need to be made in order to maximize donors' engagement. For this reason, action 3, Support Measures, will contribute to policy dialogue, donor harmonisation, joined/coordinated donor activities, such as analytical studies.

All the actions have been formulated jointly with National Authorities and the relevant sectoral stakeholders. The energy action will benefit from synergies to be developed with a number of activities supported by the ECOWAS Centre for Renewable Energy and Energy Efficiency (ECREEE), particularly with The Gambian component of the Regional Off-Grid Electrification Project (ROGEP).

Regarding the SRBC II, the EU Delegation has also initiated the creation of a Budget Support Working Group at the end of February 2017 with the EU, WB, IMF, and AfDB, for an enhanced coordination between the partners involved with Budget Support. In particular, coordination of donor interventions in support to the PFM Reform Strategy is the direct responsibility of the PFM Coordinating Committee and the PFM Unit at the MoFEA (serving also as secretariat to the mentioned Committee).

All the actions are complementary to other EU ongoing actions and other donors interventions.

4. Communication and visibility

The International Conference jointly organised by the European Union and The Gambia resulted in pledges amounting to EUR 1.45 billion. It is important that Gambian people notice that this is concrete, and that peace and democracy are indeed bringing development dividends.

Given the political momentum and the important potential impact in the daily life of the Gambian people, as well as for the national economy, it is essential that this action benefits from the appropriate visibility so that the Gambian people and the international community continue to be aware of the solidarity of the European people.

Each 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 a solid budget.

5. Cost and financing

State and Resilience Building Contract (SRBCII)	EUR 55 000 000
EU Support to The Gambia Sustainable Energy Sector Programme	EUR 35 000 000
Technical Cooperation facility (TCFII)	EUR 2 000 000
Total EU contribution to the measure	EUR 92 000 000



EN

This action is funded by the European Union

ANNEX 1

of the Commission Decision on the Annual Action Programme 2018 in favour of the Republic of The Gambia to be financed from the 11th European Development Fund

Action Document for "State and Resilience Building Contract for The Gambia"

INFORMATION FOR POTENTIAL GRANT APPLICANTS

WORK PROGRAMME FOR GRANTS

This document constitutes the work programme for grants in the sense of Article 110(2) of the Financial Regulation, applicable to the EDF in accordance with Article 37 of Regulation (EU) 2015/323 in the following section concerning grants awarded directly without a call for proposals: 5.4.1

1. Title/basic act/ CRIS number	<i>"State and Resilience Building Contract (SRBC) for The Gambia"</i> CRIS number: GM/FED/040-604 Financed under the 11 th European Development Fund (EDF)			
2. Zone benefiting from the action/ location	West Africa/The Gambia			
3. Programming document	National Indicative Programme 2017-2020 for The Gambia			
4. Sector of concentration/ thematic area	Focal sector: governance/rule of law/security. Thematic areas: Public Financial Management and democratic governance	DEV. Aid: Yes ¹		
5. Amounts concerned	Total cost: EUR 55 000 000 Total EDF contribution: EUR 55 000 000 of which EUR 50 000 000 for budget support and EUR 5 000 000 for complementary support and evaluation			
6. Aid and implementation modality(ies)	Budget Support Direct management Budget Support - State Building Contract Grants - direct award Procurement of services			
7 a) DAC code(s)	51010 and 15110			
b) main Delivery Channel				
8. Markers (from CRIS DAC form)	General policy objective	Not targeted	Significant objective	Main objective

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

	Participation development/good governance	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input 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 checked="" type="checkbox"/>	<input 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			
10. Sustainable Development Goals (SDGs)	Main Goal on the basis of section 4.1: SDG 1 "No poverty" Secondary Goals on the basis of section 4.1: SDG 8 "Decent work and economic growth" and SDG 16 "Peace justice and strong institutions"			

SUMMARY

The new Government has elaborated a National Development Plan (NDP), in partnership with Development Partners (mainly UNDP, the EU, the World Bank and the International Monetary Fund (IMF)), defining strategic priorities and key reforms towards democratic transition and sustainable development of The Gambia. This State and Resilience Building Contract (SRBC) will support the activities deployed by the Government to ensure its vital state function and implement the national development strategy aiming at poverty reduction as well as strengthening democratic processes.

The 2017 political shift has been welcomed with very high and optimistic expectations among citizens and the international community. Reforms are expected in all sectors and women will have an important cross-cutting role in the country's development. The hopes of the population to see rapid democratic reforms and economic dividends in terms of improved living conditions are high. The challenge has and continues to be about converting these opportunities into tangible realities that will benefit all Gambians.

Adama Barrow's election ended the 22-year autocratic reign of Yahya Jammeh who reportedly bankrupted the government and harmed the economy. It is in the interest of the EU to support this change with all available means to avoid the risk of the country slipping back. The SRBC will support the democratic and economic transition period with budget support and technical assistance. The duration of the SRBC will be two years for the budget support component and two years for the technical assistance part.

1 CONTEXT

1.1 Political situation

The Gambia experienced a major political shift and is now witnessing a democratic transition in the aftermath of the December 2016 presidential election and the subsequent forced departure of ex-President Yahya Jammeh in 2017 after 22 years in power. The inauguration of the new regime, led by President Adama Barrow, represents an opportunity for the people of The Gambia to consolidate democratic rules.

The resumption of financial external assistance during 2017, notably from the IMF, the EU, the World Bank, and the African Development Bank (AfDB), coupled with the Economic Community of West African States (ECOWAS) standby forces (ECOMIG), funded by the African Peace Facility, have collectively enhanced the ability of the country to sustain the pivotal regime change, without falling into destructive conflict and ensure overall **peace and stability**.

This is the first democratic transfer of power since The Gambia achieved independence in 1965. It ends a period of diplomatic isolation and strained relations with The Gambia's sole neighbour, Senegal. As a member of ECOWAS and of the West African Monetary Zone (WAMZ), The Gambia is also now encouraged to actively participate in **regional integration** and economic development policies.

President Barrow and his government have been delivering on campaign promises, i.e. democratic reforms, promotion of **human rights, rule of law**, etc. The new government has been cooperating closely with the EU and EUMS have become more engaged in The Gambia.

The initial appointment of a female Vice-President as Minister for Women's Affairs gave a sign of the commitment of the new government to firmly promote **gender equality**. Other clear examples include appointing a female speaker for the National Assembly and highlighting women's empowerment as a critical enabler in the National Development Plan.

In June, 2018 The Gambia's president has appointed a new Vice President in a major Cabinet reshuffle. Ousainou Darboe, head of the United Democratic Party and previously Minister of Foreign Affairs, is the new Vice President. However, Gambian commitment to gender equity and equality seems unabated.

Reconciliation is underway. The bills on the setting up of a Truth, Reconciliation and Reparations Commission, on a Human Rights Commission, and on the Constitutional Review Commission were all passed at the end of 2017. This will support the process of healing the wounds of the previous regime and reconcile the Gambians.

The new Government is under pressure to urgently meet the aspirations of the Gambian people but at the same time, the public administration is underfunded and suffering from a lack of physical facilities and human resources. Human capacities of most institutions are currently very heterogeneous, while logistic capacities seem to be very weak overall, as they have been depleted under the previous regime.

Progress towards strengthening institutions, establishing political freedoms and spurring broad-based growth is fairly slow, owing to the new political elite's lack of experience in government. Barrow's plan to reform the highly politicised security services will be another contentious issue.

The "New" Gambia has remained stable and secure. Despite isolated incidents, there has been no outbreak of violence or unrest. This is largely due the efforts of the Government in strongly harnessing the much-needed **Security Sector Reform (SSR)**. Vigilance is needed however, and efforts will definitely need to be pursued with determination.

At the invitation of The Gambia, the EU deployed an Election Observation Mission (EOM) for the National Assembly elections held on 6 April 2017. Peaceful parliamentary elections on 6 April 2017 have led to an absolute majority for the Government, providing a strong mandate for reforms.

The Local Government (LG) **elections** successfully took place on 8 April 2018. Given the significance of LG councils in generating development LG elections are of great importance. Well conducted LG elections have therefore been an important step to stabilise The Gambia's transition to **democracy** and maintain peace in the country.

The EU needs to continue engaging with the new government, to support the democratic transition and step up cooperation with The Gambia, in line with the priorities of the new government and in view of encouraging democracy, gender equality, the respect of human rights and the rule of law. If the government fails to swiftly stabilise the country and deliver on these, the potential disappointment of the population may weaken the dynamics of democratic transition.

1.2 Public Policy

The Government initiated the process of developing a new vision for the country that could better reflect the values of democracy, **prosperity** and **cohesion** promoted by the new regime, while taking in account some technical work made under the former regime and revitalising existing thematic working groups.

Development Partners (DPs) have been supporting the elaboration of a **National Development Plan 2018-2021 (NDP)** and a financing strategy. The Government must now implement this national development strategy to answer the high expectations of the population. It contains the following 8 strategic priorities:

(i) good governance, respect for human rights, the rule of law, decentralisation and local governance, (ii) economy & growth, (iii) agriculture and fisheries for sustained economic growth, food and nutritional security and poverty reduction, (iv) education and health services, (v) infrastructure and energy, (vi) inclusive and culture-centred tourism for sustainable growth, (vii) empowered youth, and (viii) making the private sector the engine of growth, transformation, and job creation.

The new Government has expressed its intention to "deliver **good governance** and accountability, social cohesion, and national reconciliation and a revitalised and transformed economy for the wellbeing of all Gambians". This includes a strong commitment to develop the National Security Policy and the EU strongly supports this process.

The Government is also determined to "leave no youth behind" as it acknowledges that the youth are the engine of growth and will be the essential pillar for any development and that gender equality and women's empowerment are still major challenges in Gambian society.

Job creation will therefore be particularly targeted, accompanied by investments in sectors (i) generating sustainable **economic growth** (e.g. energy) and (ii) offering opportunities for the creation and strong development of SMEs (e.g. vocational training, access to finance). The transition to a "**green economy**" (i.e. environmentally sustainable, climate resilient and low carbon) will equally be supported.

The development of the **private sector** is key to achieving sustained growth and job creation. Efforts are needed to leverage the restoration of investor confidence and pave the way for enhanced private sector participation, including by improving the business regulatory environment.

The strategy to answer the NDP **financing need** relies on increasing domestic resources mobilisation, by creating fiscal space through debt service reduction (that accounts today for

nearly 40 % of the budget) and by increased tax revenue collection, on mobilising additional Official Development Assistance (ODA) and on private sector **investment**.

Deciding against budget support could result in the new Government not being able to swiftly deliver on its reform plans and to achieve tangible improvements of living conditions, due to lack of financial or technical resources. This would trigger a serious risk of reversal of the recent change, which would be detrimental to EU interests (e.g. ICC, **EPA**, migration, gender equality, promoting rule of law and human rights).

In February 2017, Commissioner Mimica met newly elected President Barrow in Banjul and committed to the organisation of an International Conference gathering the main international and technical partners to mobilise funding for Gambia's NDP. The financing need for the implementation of the NDP for the period 2018-2021 is estimated at EUR 1.96 billion. At the International Conference for The Gambia, held in Brussels on 22 May 2018, the international community has pledged a total of EUR 1.45 billion to support the implementation of the NDP.

1.3 Macroeconomic framework

The Gambia ranks among the poorest countries in the world and its economic performance has been affected by a series of external shocks. The new Government has inherited a large level of debt from past economic mismanagement and the political turmoil following the elections in December 2016 that exacerbated an already fragile macroeconomic situation.

The combination of slow economic growth, limited employment prospects, political instability and sustained demographic growth is thought to have already contributed to increased **irregular migration** leading to a loss of skilled labour, though remittances from the important diaspora remains a crucial source of earnings for a majority of households.

Recently, the economy has started to recover following the sharp growth slowdown in 2016, which stemmed from a bad harvest, foreign exchange scarcity and a drop in tourism due to the 2017 political turmoil after the presidential elections in December 2016.

Economic growth in 2017 is projected at 3 %, with a strong rebound in tourism and trade, and renewed interest from foreign direct investors in energy, tourism, agriculture and transportation.

The new Government has inherited large fiscal and external imbalances, a massive public debt stock and costly domestic debt-service obligations, compounded by high contingent liabilities stemming from several loss-making State-Owned Enterprises (SOEs).

The inauguration of the new regime led by President Adama Barrow offers the nation's policymakers a chance to restore fiscal and external sustainability and lay the groundwork for a robust economic recovery. The Gambia's heightened **debt** stock remains a serious challenge that needs to be addressed by the Government.

The Gambia's debt stock has risen further to about 130 % of Gross Domestic Product (GDP) at end-2017 (of which more than half is owed to external creditors) mainly due to legacy issues, including faster disbursements of previously contracted loans and the recognition of external arrears incurred by the former administration, and the government's assumption of SOEs' liabilities.

Maintaining debt sustainability will necessitate refraining from contracting new government debt or contingent liabilities before additional fiscal and borrowing space has been achieved and leveraging more private investment. In addition, strengthened fiscal discipline and domestic revenue mobilisation are needed to reduce debt vulnerabilities.

The risk of corruption and fraud is substantial/high and the PFM and Civil Service Reforms will take time to result in a change of mentality of public servants and to enforce corruption/fraud safeguards. Corruption is still high and the Government must take up the challenge to convert the fight against corruption into a tangible reality that will benefit all Gambians.

Strengthening the rule of law, governance and anti-corruption efforts are central to the success of The Gambia's economic transformation. This will require enhanced transparency, including through improved data quality and timeliness.

Performance to date under the International Monetary Fund (IMF) Staff Monitored Program (SMP) has been broadly satisfactory, with all quantitative targets at end-December 2017 and end-March 2018 being met, although the implementation of the structural reform agenda encountered some delays.

Further discussions are expected mid-2018 in the context of the Article IV consultation and the preparation of a possible IMF Extended Credit Facility (ECF). This process will be closely monitored by the EU in the context of the present SRBC and it will contribute to promote the progressive restoration of the country fiscal and external stability, and the instauration of a medium term stability-orientated macroeconomic policy.

1.4 Public Financial Management

The PFM reform in The Gambia benefits from continued commitment and support at the highest level and coordination among different role players, as the Minister of Finance and Economic Affairs fully supports the PFM reform agenda, backed by the effective coordination of stakeholders.

The commitment from Government on PFM reform has received significant development partner support with the likes of the World Bank (WB), the EU, the African Development Bank (AfDB), the United Nations (UN), and the IMF among others funding various elements of the reform agenda. It is believed that support will continue from donors to ensure mutual benefit.

The Gambia has had two Public Expenditure and Financial Accountability (PEFA) assessments: one in 2010 and the most recent in 2014, which was completed in January 2015. The Government, committed to improving its PFM system, put in place a comprehensive reform programme to streamline PFM activities and mobilise resources.

Reforms before 2017 have resulted in slight improvements in some areas including (i) the implementation of an Integrated Financial Management Information System (IFMIS); (ii) the clearance of a significant backlog of financial statements; (iii) the strengthening of the independence and supervision and control function of the Central Bank; and (iv) improved information on public debt. Overall, the key PFM reforms have been helping to enhance accountability and transparency in the use and management of public resources.

The Gambia now needs to attain aggregate fiscal discipline that will lay the foundation for allocating resources strategically for efficient service delivery. Over the years, the Government's fiscal planning and budgeting did not provide a sound basis for aligning resources with the policies of poverty reduction strategies.

A reform strategy of appropriate structural reforms must lay the foundation for The Gambia to achieve fiscal consolidation and to bring the public debt to a sustainable path. Ensuring debt sustainability will require firm fiscal discipline, the mobilisation of sizable and sustained external grant support, and strictly limiting reliance on external borrowing, even on concessional terms.

The PFM Unit, under the Ministry of Finance, has been reinvigorated in 2017 with the nomination of a new Director, to give a renewed impulse to the PFM reform process. A PFM

Coordination Committee (PFMCC) is in charge of monitoring PFM reform implementation and comprises members from the whole of Central Government (CG). The PFMCC is chaired by the PFM unit of the Ministry of Finance and Economic Affairs (MoFEA) and includes the participation of the EU, the World Bank (WB), the IMF and the AfDB.

This monitoring mechanism involves the churning out of periodic activity progress reports, against which established benchmarks are compared in order to identify any shortcomings that require immediate remedial action. The MoFEA is committed to ensure the regularity of quarterly PFMCC meetings organised by the PFM unit, as a monitoring consultative mechanism to move the PFM reform forward.

During the first SBC I, the national authorities endorsed a specific PFM reform matrix, in the absence of a genuine Action Plan for the PFM reform strategy covering the period 2016-2020. The adopted PFM matrix set up priority actions to be undertaken in the short term. The adherence of the MoFEA to the PFM Matrix was seen as satisfactory progress of the Government in the implementation of PFM Reform.

The PFM Unit has recently updated this matrix with the issuance of a specific "PFM Action Plan and Monitoring Tool" for 2018, which focuses on 11 key objectives with, for each of them, a list of actions and tasks (i.e. alignment of procurement plans for 10 major ministries, departments and agencies (MDAs) with the 2018 budget, ensuring quarterly meetings of the cash management committee, upgrading of the ASYCUDA WORLD, rolling out of internal auditors to 15 MDAs, conducting the audit of 5 SOEs, establishing a Treasury Single Account (TSA), etc.).

The main progress in the implementation of the PFM reform includes the steps achieved to establish a modern cash management system to support better budget management and improved cash flow analysis and forecasts. The Cash Management Unit (CMU), established in the Accountant General's Department, has also been strengthened. Efforts are now concentrated on streamlining the division of tasks between the Directorate of the Budget and the CMU.

The PFM Unit is committed to setting up the Treasury Single Account and the streamlining of the expenditures chain. This includes coordinating efforts to set up an operational TSA. Progress is also ongoing relating to the improvement of operations and building capacities for the Gambia Public Procurement Agency (GPPA), the Major Tender Board (MTB), and Directorate of Public Procurement (DPP), for the establishment and strengthening of procurement units in MDAs. Similarly, progresses are also made in establishing internal audit function in the MDAs (10 so far).

The backlog of unaudited Government accounts has reduced significantly. 2014 and 2015 accounts have been audited and the 2016 Government financial accounts and statements have been submitted to the National Audit Office. The Government has also launched the rollout of the Medium Term Expenditure Framework (MTEF) in the context of the budgeting of the national development strategy and has progressively embarked on the implementation of the programme and performance-based budgeting (PPBB) which is being piloted in a couple of line ministries. The Integrated Financial Management Information System (IFMIS) rollout strategy to all self-accounting government agencies is also in progress.

On **Domestic Resource Mobilisation** (DRM), tax revenues, estimated at about 16 % of GDP in 2016, remain volatile and compare unfavourably with the regional average-tax revenue of 18.8 %. The IMF Fiscal Affairs Department (FAD) has supported the Gambia Revenue Administration (GRA) to develop its strategic plan for 2015-2019. In this context, the authorities are notably working on a recovery programme on tax defaulter, especially with the main State Owned Enterprises (NAWEC), as revenue generation contributed to be constrained by non-compliance of SOEs' remittal of VAT to the GRA.

Based on the above, and in view of the next mobilisation of EU-financed IMF long term experts to assist the authorities on PFM and DRM reforms, the perspectives for the Government to fulfil the PFM eligibility criteria are encouraging. PFM reforms are at the core of the national priorities in the NDP 2018-2021 where the Government has underlined its long-term commitment to improve PFM. The PFM Unit within the MoFEA, which is in charge of monitoring and coordinating PFM reforms, will have a key role and should be supported by the EU and the others donors.

1.5 Transparency and oversight of the budget

The entry point is considered to be met as the Government makes available to the public most of its budget information, including (i) annual budget documentation; (ii) in-year budget execution reports; and (iii) year-end financial statements. Also, the public external audit reports are readily accessible to the public.

In The Gambia, the Budget Speech is given by the Minister of Finance on the day of the approval of the budget by the National Assembly (NA) and is submitted in writing. It is also later published with the approved estimates. Macro-economic assumptions are explained in a detailed manner in the Budget Speech.

The Budget Speech outlines the revenue measures introduced in the coming year. The expected overall increase in revenue is provided in an aggregate manner but not for all the major revenue policy changes. The budget is available on the website of the Ministry of Finance and Economic Affairs. Hard copies can also be purchased for GMD 200.

In the framework of the last PEFA published in 2015, conducted following the 2011 methodology and covering the fiscal years 2011, 2012 and 2013, the score of the two indicators related to transparency, namely PI- 6 "Comprehensiveness of information included in Budget documentation" and PI-10 "Public Access to key fiscal information", were respectively "B" and "C".

The score on PI-6 indicated that the information at the stage of the budget proposal included the macroeconomic assumptions, the planned fiscal deficit, its financing, the forecasted debt stock, the prior budget out-turn, the summarised budget data on revenue and expenditure but lacked of information on financial assets, the current year's revised budget and budget implications of new policy initiatives. Therefore, 6 of the 9 benchmarks were met, leading to the "B" score.

Regarding the PI-10, of the 6 benchmarks included in the indicator, the analysis showed that 1 (main budget documentation) was met and 5 were not met (in-year budget execution report within one month of their completion, financial statements within 6 months of financial audits, external audit reports within 6 months of completed audits, all contract awards above USD 100 000 USD and resources available to primary service delivery units), leading to the "C" score.

In 2017 and in the framework of the approval of the 2018 Budget, the Government has continued to make public the above mentioned documents (macroeconomic assumptions, planned fiscal deficit, its financing, the forecasted debt stock, the prior budget out-turn, the summarised budget data on revenue and expenditure).

Therefore, considering the detailed estimated budget data (up to specific items, which is not the case in many countries) for the upcoming budget year at the time of its approval (showing also last year's budget approval and penultimate actual budget) can be accessible to the public, the entry point regarding transparency is definitely met.

Nevertheless, the document is not yet accessible on the MoFEA website but only in paper version free of charge to specific interests groups and non-governmental organisations

(NGOs) and, to the general public, at printing costs (GMD 200 GMD/EUR 3.4). The Budget Speech, which includes the main information regarding assumptions, aggregates of the budget and tax provisions, is however online on the MOFEA website.

Under the new regime, there seems to be a real willingness to increase budget transparency and some progress has already been made in a limited time. A new MOFEA website has been created and a growing number of documents are made available online. The Government and the National Audit Office are catching up regarding submission of previous years' audit reports to the legislature for external scrutiny. Audits of State Own Enterprises (SOEs), that were a major source of corruption, are being carried out and will be published.

Also, MoFEA seems to be willing to publish budget execution data on regular, possibly monthly basis, following different classifications and in a detailed format. Remarkably, a Commission of enquiry has also been established to investigate the financial activities of institutions, public administrations and SOEs under the previous regime and its work, consisting of interviews of former high level officials, is broadcast on national television.

Overall, the entry point, regarding the publication of the enacted budget proposal, is met and there are very positive prospects for significant and quick progress in budget transparency at all stage of the budget cycle under this new favourable political environment. Transparency and increased capacity on budget oversight, including by the Parliament, should nevertheless remain an important issue of political dialogue to ensure accountability towards the citizens and committed international partners.

On the basis of this assessment, the EU Delegation concludes that the Government has consistently published both the executive's budget proposal and the enacted budget and that the eligibility criterion on transparency and oversight of the budget is met.

1.6 The EU in The Gambia

Following the change of government in January 2017, the EU opened a new chapter in EU-Gambia relations. Since then, a broad and intensive **political dialogue** between the EU and The Gambia has been ongoing. The EU continues to (re-)engage with the "New Gambia" and step-up development cooperation to accompany the democratic reforms in full respect of human rights and the rule of law.

Based on the priorities announced by President Barrow and his cabinet Ministers, and taking into account the orientations provided by the European Consensus², the second phase of the National Indicative Programme (NIP) for The Gambia (EUR 117 million) was adopted in 2017.

The main implementation modalities are budget support, project approach and blending. In the context of 'people', assistance is foreseen for the first focal sector: governance/rule of law/security under the NIP 2017-2020. Within this focal sector, two consecutive State Building Contracts are to cover the financial years 2017 to 2019.

The EU stands ready to support priorities and key reforms, as described in the Gambian National Development Plan, and therefore focuses the cooperation on good governance/rule of law, job creation for youth and women, and investments in **infrastructure** (in particular for energy production).

The new Government is aware of its weaknesses and challenges and has already clearly indicated its will to implement the reform agenda. With the projects financed under the NIP and the **Trust Fund**, the EU is actively supporting the democratic and economic transition, together with the development of the private sector and the creation of jobs.

² The new European Consensus on Development 'our world, our dignity, our future', OJ C 210 of 30.6.2017.

In this overall context, a budget support is fundamental (i) to restore fiscal and external sustainability and lay the groundwork for a robust economic recovery, (ii) to proceed with investments and reforms, and (iii) to reinforce public finance management and control.

1.7 Stakeholder analysis

Institutional weaknesses and a legacy of weak public sector governance hamper current capacities of partner authorities' stakeholders. The State's inability to provide quality public services in an equitable fashion, and the reliance of the previous authorities on the use of violence to maintain control over the society, fuelled discontent among the population.

The political transition has brought high expectations among the population and the new authorities face the daunting challenge of responding to these aspirations. The risks of instability are partially mitigated by the authorities' expressed commitment to break from past practices, support democracy, and deliver on an agenda of improved service delivery and inclusive growth for all.

The EU is The Gambia's main donor in the area of development cooperation. Since the aftermath of the democratic transition, and taking into account the important challenges facing the reconstruction of the country, an inclusive multi-stakeholder coordination has systematically been promoted by the EU Delegation.

Through the Technical Cooperation Facility (TCF), the EU Delegation has been directly supporting the Aid Directorate Unit of the Ministry of Finance and Economic Affairs to play a coordinating role, as well as the distribution of aid information bulletins.

The EU also co-chairs with UNDP the Development Partners Group (DPG), which meets on a quarterly basis and coordinates Development Partners among themselves. The EU Delegation has also initiated the creation of a Budget Support Working Group in 2017 with the EU, WB, IMF and AfDB for an enhanced coordination between the partners involved with Budget Support.

The United Kingdom is the only EU Member state present in The Gambia with a fully-fledged Embassy but with only a small-grant programme. Germany and Spain have small representations with small grants projects usually directly managed by their capitals.

The limited presence of EU Member States cooperation activities in the country was mainly due to the lack of progress in the political dialogue. However, this position of the Member States should be reviewed at present as the new Government declared the importance to return to the principles of rule of law, human rights and **policy dialogue**.

Potential budget support contributions from the others donors include a loan of USD 20 million from the WB in 2018 and another of USD 20 million in 2019, a loan of USD 6 million from the AfDB in 2018, and loans from the IMF to be determined under an Extended Credit Facility (ECF) to be adopted in 2018 following the successful completion of the Staff Monitoring Program (SMP).

Sustained flows of external financial and **technical assistance** in the coming years will remain essential to consolidate The Gambia's political stability and economic and **social development**.

The country is facing such a wide range of challenges that a careful sequencing and prioritisation of the required reforms to support is key, in order to tackle in the short term the most urgent and structuring prerequisites for a sustained and successful development path.

1.8 Priority areas for support

In the context of 'people', assistance is foreseen for the first focal sector: governance/rule of law/security/gender under the NIP 2017-2020. Within this focal sector, two consecutive State Building Contracts are to cover the financial years 2017 to 2019.

The present State and Resilience Building Contract (SRBC) intends to capitalise on the preliminary achievements under the **first budget support State Building Contract (SBC)** of EUR 30 million launched in 2017, that has mitigated the most urgent budgetary and foreign exchange needs of the country.

The first SBC has been instrumental in ensuring essential functions of the State when the new Government was turning to international donors for support, by giving fiscal space in the Fiscal Year 2017, at a very early stage of appointment of the coalition and election of a new Parliament. Technical Assistance has also been provided under the SBC for the improvement of political and economic governance.

This **second State and Resilience Budget Support programme (SRBC)** will cover the period 2018-2019 and will support the national reform agenda such as defined in the recently designed National Development Plan 2018-2021 (NDP). This new budget support contract will also encompass a strong cross cutting gender dimension.

Over the next two years, the new SRBC will particularly focus on the consolidation of the macroeconomic and fiscal framework, through better **Public Financial Management** and improved domestic resource mobilisation, the implementation of the Security Sector Reform (SSR), the **Transitional Justice** process, improving gender equality, as well as the preparation of the required constitutional and judiciary reforms.

A **third budget support programme** will be prepared for the period 2020-2021, to continue building on this historic opportunity which the new government is determined to seize, in order to create a "New Gambia", based on democratic institutions, separation of powers, the rule of law and respect for human rights, and further improvement of socio-economic development. The consistency of the consecutive and complementary budget support operations for The Gambia will be a key enabler for reforms, supported by the political dialogue between the EU and the Gambian Government, to address concerns and challenges relating to fundamental values and economic growth.

As budget support alone cannot pretend to address all of the country's numerous challenges, the objectives and actions of this SRBC have to be considered in the context of the other EU interventions planned under the AAP 2018. It could be under the same priority (e.g. the Instrument contributing to Stability and Peace (IcSP) that supports the security sector reform) or under the priorities 2 (inclusive sustainable growth and employment) or 3 (Infrastructure/climate change/energy).

2 RISKS AND ASSUMPTIONS

Risks	Risk level (H/M/L) ³	Mitigating measures
The IMF does not publish up to date macroeconomic forecast.	M	Close dialogue with the IMF to hold during the first half of 2018 discussions on the Article IV consultation.
Cash is not properly managed in the Treasury.	M	A Treasury Committee and a cash management plan are in place to support budget execution/ cash management and TSA and expenditures chain.
The budget is not consistent with the needs and priorities.	L	Close follow up with the Director of Budget of the Ministry of Finance & Economic Affairs to amend the budget if necessary and reallocate budget lines if needed, according to the fiscal law.
The implementation of the PFM reform is delayed.	M	A PFM Action Plan is prepared by the Government. It identifies the most urgent elements of PFM reforms to be implemented during 2018-19. The EU Delegation actively participates in the Public Financial Management Coordination Committee (PFMCC) with other donors to closely monitor PFM reform implementation.
The security and justice sectors lack of adequate governance and oversight mechanisms.	M	The authorities are committed to democratic reforms, with the support and close follow up of Development Partners.
Assumptions		
i) The political situation remains stable. ii) The Government remains committed to macroeconomic, PFM, democratic and gender reforms. iii) The Technical Assistance of the first SBC and this SRBC will be sufficient to support the PFM reform.		

3 LESSONS LEARNT, COMPLEMENTARITY AND CROSS-CUTTING ISSUES

3.1 Lessons learnt

This SRBC is the second budget support to The Gambia. The Government and the members of the new legislature have welcomed the first SBC, and consider the budget support modality as the most appropriated modality for external assistance to The Gambia and the new SRBC's promoted reforms. During the first SBC I the national authorities validated a specific PFM reform matrix declining the short term priorities of the PFM Strategy 2016-2020. This matrix

³ Risk level: H=high, M=medium, L=low.

has been transformed into a Government PFM Action Plan, complementing the PFM Strategy 2016-2020.

The EU in The Gambia has also been actively supporting the PFM reform for years. In 2013 the EU supported the introduction of the Value Added Tax (VAT). EU support also focused on introducing a Medium Term Expenditure Framework (MTEF).

Technical Assistance has been provided as well to support the implementation of Public Procurement Reform and to strengthen Government's capacity to monitor the implementation of the PFM Reform Strategy, including through undertaking a Public Expenditure and Financial Accountability (PEFA) assessment in 2014.

The Public Financial Management specific lessons learnt underscore the importance of strong Government commitment, in order to ensure sustainability of supported reforms as well as initiation of additional and complementary reforms.

Sustainability of reforms also needs to be reinforced through adequate capacity development activities, and by advising on necessary changes to internal procedures, management practices and appropriate staffing levels and mix.

Other lessons learnt include: the need for sound diagnostic analysis as a pre-requisite to design successful reforms, importance of coordination, and timely sequencing of donor interventions.

3.2 Complementarity, synergy and donor coordination

The present SRBC has been designed and will be implemented in coordination and complementarity with the others donors' community interventions (notably the World Bank as the main expected budget support provider as the AfDB will not favour this aid modality).

In this regard, the International Conference for The Gambia in May 2018 has been instrumental in promoting the required coordinated and complementary approach among the donor community of the future commitments for financial and technical support to the country.

Revenue administration reforms in The Gambia benefited from financing and Technical Assistance (TA) under the World Bank Capacity Building for Economic Management Project. The IMF has also been providing TA in tax policy and tax administration. Nowadays, the main actors supporting the implementation of The Gambia's PFM Reform Strategy are the WB, the AfDB and the IMF.

The AfDB funded the Institutional Support Project for Economic and Financial Governance in support to the Directorate of Economic Management and Planning of MoFEA and the National Audit Office, and is preparing a successor project which shall focus on internal and external audit, strengthening the PFM Unit, and providing TA for fiscal, macroeconomic and debt management.

The WB, through its Integrated Financial Management Information System project continues its support to the implementation of the Integrated Financial Management Information System (IFMIS), focusing in particular on rolling out the system to Government institutions not yet covered.

The authorities have been committed in implementing the Staff Monitoring Program (SMP) with the IMF. The authorities are also preparing the ground for the negotiations of a medium term Extended Credit Facility (ECF) with the IMF.

Donor coordination is assured through direct consultation, facilitated by the presence of few donors in support of PFM reforms in The Gambia (WB, AfDB, EU and IMF); thematic sector consultations; supervision of MoFEA. In particular, coordination of donor interventions in

support to the PFM Reform Strategy is the direct responsibility of the PFM Coordinating Committee and the PFM Unit at the MoFEA (serving also as secretariat to the mentioned Committee).

The EU Delegation has also initiated the creation of a Budget Support Working Group at the end of February 2017 with the EU, WB, IMF, and AfDB, for an enhanced coordination between the partners involved with Budget Support.

Potential budget support contributions from the others donors include a loan of USD 20 million from the WB in 2018 and another of USD 20 million in 2019 (USD 40 million in total), a loan of USD 7 million from the AfDB in 2018, and loans from the IMF to be determined under an Extended Credit Facility (ECF) to be adopted in 2018 following the successful completion of the SMP.

In terms of SSR there is a clear synergy of this budget support programme with the ongoing project financed by the EU Instrument Contributing to Stability and Peace (IcSP), aiming at supporting the development of the National Security Policy.

In late December 2017, the National Security Adviser handed over to the Government and international partners the final draft of the SSR Assessment Report. This Assessment Report calls for the development of national security policies / strategy, and establishing and supporting the Office of the National Security Adviser.

Those two objectives are considered as key priority areas of intervention and support to ensure a sustainable and comprehensive SSR process. An eighteen month long UN-Peace Building Facility (PBF) SSR Project addresses these objectives. Hence the need for further technical support, through the IcSP project, that will complement EU's support provided through the budget support programme and work in synergy with the UN's efforts and other partners like the World Bank and some EU Member States.

3.3 Cross-cutting issues

Environmental sustainability, gender equality, youth, and governance

Gender equality in The Gambia remains particularly challenging, as shown by data and figures concerning high levels of Violence Against Women (VAW) which affects over 40 % of the population and Female Genital Mutilation and Cutting (FGM/C) which is estimated to affect 75 % of women and girls, early and forced marriage despite the child marriage ban in 2016, and low attendance rates of girls in upper basic and senior education.

The country also suffers from low economic empowerment of women, low representation of women in decision-making positions, limited gender sensitive policies, and inadequate capacity at all levels to mainstream gender perspective and apply gender analysis skills.

Despite all these challenges, the country has registered progress in the field of gender equality including gender parity in lower basic education. The Gambia has created a solid legal framework to support women's rights by signing and ratifying all the major international and regional legal instruments related to women's rights, as well as developing the Gender Equality and Women's Empowerment Policy 2010-2020.

The NDP includes a strong commitment to gender equality, identifying "women's empowerment" as a "critical enabler". Gender equality is considered not only in the political, education and health spheres, but also interventions focusing on often forgotten areas such as gender balance of the security forces, gender awareness campaigns in infrastructure projects, and prioritising gender friendly policy dialogue and decision-making process in relation to **youth and employment**.

Reforms are expected in all sectors and women will have an important cross-cutting role in the country's development. The initial appointment of the Vice-President as Minister for Women's Affairs and a female speaker of the National Assembly was a sign of the commitment of the new government to firmly promote gender equality at the national levels. However, this commitment has been weakened by the government reshuffle in June 2018, which reduced the percentage of women represented to only 11% of both the Cabinet and National Assembly, whereas women only represent 10% in local governments.

The EU stands ready to support priorities and key reforms as described in the New Gambian National Development Strategy, and therefore focus the cooperation on budget support, job creation for youth and women, and investments in infrastructures (in particular for energy production).

The disbursements of this budget support will give fiscal space to the Government to secure priority expenditures in the **education** and **health** sectors and, in this way, support women and children's rights of access to health care and education.

The MoFEA will also directly periodically report on progress of Cash Management and expenditure chains, to ensure the articulation between budget support tranches and access to health care and education for the population.

This SRBC does have variable tranches based on performance indicators and part of these indicators has a gender dimension. The SRBC includes one clear indicator on gender empowerment that will favour the access of women to credit, land and productive resources, as part of the **rights-based approach** of this programme.

Furthermore, as described in the EU Joint Communiqué on Resilience (2017) the correlation between gender equality and women's meaningful participation in society and individuals, communities and states resilience are strong and thus a systematic development and use of gender analysis and integration of gender perspective is to be established.

Under this SRBC, cross cutting issues, including environmental sustainability, gender equality and youth empowerment, will also be addressed through the complementary measures of Technical Assistance (TA) to support the governance reform.

Specific performance indicators linked to crosscutting issues will therefore be integrated in the Terms of Reference (ToR) of the TA recruited for this SRBC. A strong emphasis of the complementary measures of this SRBC will be on the promotion of gender equality and youth empowerment, and the creation of conditions for inclusive and sustainable growth in the PFM reforms.

The EU-funded expertise will indeed play a central role to promote eco-friendly and gender-sensitive reforms of the legal, institutional, and regulatory conditions that govern PFM (i.e. eco-friendly revenue mobilisation and budget planning, and gender budgeting), to positively impact sustainable green development, gender equality, and youth empowerment in The Gambia.

The green economy will be supported as an economy that aims at reducing environmental risks and encouraging sustainable development without degrading the **environment**. The expertise recruited will also promote gender-sensitive governance and pay particular attention to ensure that laws and policies reflect the needs of women and youth, and are conducive to women and youth entrepreneurship and employment.

Civil Society Organisations (CSOs) in The Gambia are essential in building the foundations for broad-based democratic ownership of development policies and processes, as well as for inclusive and sustainable growth. CSOs will therefore be closely associated to the policy dialogue under this SRBC.

The environment has indeed become much more conducive for CSOs in The Gambia, as opposed to the past restrictive environment. The role of CSOs, including women's organisations, must now be strengthened to fully participate in programming and policy processes, to build stronger governance and accountability at all levels.

4 DESCRIPTION OF THE ACTION

4.1 Objectives/results

This programme is relevant for the United Nations 2030 Agenda for Sustainable Development. It contributes primarily to the progressive achievement of SDG 1 "No poverty", but also promotes progress towards SDG 8 "Decent work and economic growth" and SDG 16 "Peace justice and strong institutions". This does not imply a commitment by The Gambia benefiting from this programme.

The **general objective** of the proposed State and Resilience Building Contract (SRBC) is to contribute to sustainable and inclusive growth and the improvement of political and economic governance in The Gambia, as spelled out in the National Development Plan.

The **specific objective** is to improve the performance of the Government of The Gambia, efficiency and accountability of public funds use, Governance, and access of the population to public Services.

The **expected outputs** are:

1. Macroeconomic stability and fulfilment of the government's budgetary obligations related to the financing of vital state functions and the National Development Plan (NDP).
2. Improve governance and Public Financial Management (PFM) systems for more efficient and accountable use of public funds and effective public service delivery.
3. Democratic reforms and improvements in the area of Security sector governance, Transitional justice, and Gender equality.

4.2 Main activities.

4.2.1 Budget support

The general **activities for Result 1** are:

- Follow up of fulfilment by the national authorities of prerequisites for the disbursement of the fixed and variables tranches through policy dialogue;
- Transfer of grant resources to the Budget of The Gambia in 2018 and 2019 Fiscal Years.

The **activities for Result 2** are:

- Analyse information on macroeconomics, fiscal and budgetary developments within the Public Financial Management Coordination Committee (PFMCC);
- Support the implementation of PFM reforms as set in the PFM National Reform Strategy 2017-2020, through policy dialogue, technical assistance, and monitoring of PFM related performance indicators.

The **activities for Result 3** are:

- Support the progress of democratic reforms, human rights and rule of law, through policy dialogue, technical assistance, and monitoring of performance indicators related to democratic governance.
- Promote gender equality and the empowerment of women and girls, through policy dialogue and monitoring of gender related performance indicators.

4.2.2 Complementary support

The Action will include a Complementary Support (CS) component incorporating technical assistance. All experts who have a crucial role in implementing the State and Resilience Building Contract are referred to as Key Experts. The expert team will be composed of the following principal (or key) experts: (i) an expert in Budget execution and Cash management, (ii) an expert on Resource mobilisation and administration, (iii) an expert on Public Private Partnership (PPP), (iv) a Procurement expert, (v) an expert on Security Sector Reform, (vi) an expert in Transitional Justice, and (vii) an expert in Constitutional Reform.

In addition, according to specific needs short term non-key expertise will be mobilised in several fields, including justice sector reform, security sector reform, rule of law, human rights, gender equality, media reform, electoral reform, constitutional reform, public expenditure and financial accountability, public expenditure tracking, tax administration diagnostic assessment, macro-economic and fiscal framework, audit, debt management, business development, etc.

Taking into consideration the timeframe of the tendering process this CS will be most probably operational after the last disbursement of this budget support. The CS of the first SBC, starting mid-2018 for two years, will assure the follow up of the disbursement in October 2019. Communication & visibility activities for this SRBC will also be financed under the CS on the first SBC. The CS of this SRBC will be used to support the potential next Budget Support Programme in 2021-2022.

4.3 Intervention logic

Adama Barrow's election ended the 22-year autocratic reign of Yahya Jammeh, who reportedly bankrupted the Government and harmed the economy. It is now in the interest of the EU to support this change, with all available means, and avoid any slipping back. The Gambia is committed to state building objectives.

According to the Government, budget support is fundamental (i) to restore fiscal and external sustainability and lay the groundwork for a robust economic recovery, (ii) to proceed with investments and reforms, and (iii) to reinforce public finance management and control.

EU assistance can help the authorities to break from past practices, support democracy, and deliver on an agenda of improved service delivery and inclusive growth for all. The ability to achieve these objectives will, however, depend on the authorities' sustained commitment to reforms and support from Development Partners. The EU needs to continue engaging with the new government, to support the democratic transition and step up cooperation with The Gambia, in line with the priorities of the new government, and in view of encouraging democracy, gender equality, respect of human rights and the rule of law.

Provision of budget and **capacity** development supports is instrumental in helping the new government to swiftly deliver on its reform plans, and to achieve tangible improvements of living conditions, due to lack of financial or technical resources.

In order to take into account the medium term needs of the country, three successive budget support programmes will be funded under The Gambia 2017-2020 NIP, focal sector "Governance, Security and Rule of law".

The total amount allocated to the first SBC under the NIP was EUR 30 000 000, of which EUR 25 000 000 have been delivered under one single fixed tranche in 2017. The remaining EUR 5 000 000 is used for complementary support and evaluation.

The current SRBC of EUR 55 000 000 is being prepared for the period 2018-2020, to consolidate the democratic transition process and support the medium term implementation of the national development strategy and governance reform process.

A third budget support programme is foreseen for the period 2021-2022 to contribute to the success of the democratic transition period of The Gambia and to support the implementation of the national development programme.

By providing immediate financial input during the Fiscal Year 2017 at a very early stage of appointment of the Government and election of a new Parliament, the first SBC has increased the fiscal space available to the government, to secure budgetary funds for priority spending, such as vital public service deliveries to the population.

The current and the next SRBC will ensure the proper functioning of the public administration, by putting in place the conditions for a favourable environment to promote democratic and economic governance, private sector development and employment.

The financial inputs are complemented by a set of capacity development activities, targeting improvements in Public Financial Management, with a particular focus on treasury and cash management in a tight fiscal environment.

Technical Assistance also aims at supporting the democratic reforms, particularly in the security sector reform and the justice sector, with a strong emphasis on gender equality and the empowerment of women and girls, to accompany the democratic reforms in full respects of human rights and the rule of law.

With the transition to a democratic regime the EU opened a new chapter in EU-Gambia relations, following the change of government. Since then, a broad and intensive political dialogue between the EU and The Gambia has been ongoing.

EU policy dialogue associated to the budget support operations is considered a valuable input to monitor the overall ownership of the government towards the state building objectives and more globally to its transition and reform agenda that the EU intends to support.

5 IMPLEMENTATION

5.1 Financing agreement

In order to implement this action, it is foreseen to conclude a financing agreement with the partner country.

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 60 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 Implementation of the budget support component

5.3.1 Rationale for the amounts allocated to budget support

The amount allocated for budget support component is EUR 50 000 000, and for complementary support is EUR 5 000 000. These amounts are based on the financial needs for the Budgets 2018 and 2019, and the cost of Technical Assistance for the Complementary Support.

Based on the priorities announced by President Barrow, and taking into account the European Consensus, it has been decided that the second phase of the NIP should include the focal sector of Governance/ Rule of law/ Security sector reform/Gender (complemented by FPI/IcSP), including mainly three consecutive budget support programmes to cover the financial years 2017 to 2021.

The first State Building Contract for 2017 aimed at rapidly mitigating most urgent budgetary needs with a payment of a single fixed tranche before summer 2017. This new SRBC will cover the period 2018-2019, and will support the national reform agenda such as defined in the recently designed National Development Plan (NDP) 2018-2021. This new budget support contract will also encompass a strong cross cutting gender dimension.

The Ministry of Finance confirmed the very tight budget situation of the country, welcomed the idea of swift budget support and fully engaged its services in (i) the preparation of such an intervention, and (ii) the implementation of the PFM Action Plan. This SRBC takes into account the potential contributions from the others donors, including USD 40 million budget support of the WB for 2018-2019, and USD 7 million Budget Support of the AfDB in 2018.

5.3.2 Criteria for disbursement of budget support

a) The general conditions for disbursement of all tranches are as follows:

The present SRBC intends to provide predictability of funding, at the time the Government will need fiscal space to finance basic public services' delivery, and the costs of the transition related to the most urgent reforms needed to consolidate democracy, rule of law and public governance, in a still constrained fiscal environment.

The first instalment will consist of a fixed tranche of EUR 25 000 000. The second instalment will consist of a fixed tranche of EUR 10 000 000 and variable tranche of EUR 15 000 000. This will lead to a proportion of the **fixed component** of 70 % and the **variable component** of 30 %.

The positive assessment of the four EU Budget Support eligibility criteria will be at the core of the prerequisite for the disbursement of all the tranches of the SRBC. Related to these, the policy dialogue should focus on the following areas:

1. Satisfactory progress in the implementation of the **NDP** 2018–2020 and continued credibility and relevance thereof: the Government finalises the Financing Strategy of the NDP and turns to international donors for support and specifically present the national development strategy at an International Donor Conference.
2. Satisfactory progress in the implementation of a credible stability-oriented **macroeconomic policy**: performance under the IMF Staff Monitored Program (SMP) continues to be broadly encouraging.
3. Satisfactory progress in the implementation of **PFM reform** agenda: the PFM Coordinating Committee endorses progress on the implementation of the PFM Action Plan.
4. Satisfactory progress with regard to the public availability of accessible, timely, comprehensive, and sound **budgetary information**: the budget is consistent with the needs and priorities, and there is progress on the publication of the budget execution reports.
5. Satisfactory progress with regard to **democratic reforms** (Transitional Justice, Security Sector Reform, and Constitutional Reform): The Truth, Reconciliation and Reparation Commission, the Human Rights Commission, and the Constitutional Review Commission are set up with specific provisions on delineation of competencies, mandates and authorities, oversight, and costing, and the Office of the National Security Adviser (NSA) is established and supported.
6. Satisfactory progress with regard to **gender based reforms**: Gender units are established, strengthened and institutionalised so that expertise exists in each sectoral Ministry and Department to support gender mainstreaming.

b) The specific conditions for disbursement that may be used for variable tranches are the following:

The variable component is intended to consolidate and "lock-in" the reform process in specific sectors (security, transitional justice, PFM and DRM), through specific required actions of the Government that are considered as key prerequisites to improve: public finance management, public administration, public security (e.g. dimensioning of the military/civilian control over the military, security sector governance including strengthening of accountability mechanisms), rule of law and the judiciary. Part of these indicators will have a gender dimension.

Regarding the sub sectors areas of the performance indicators (essentially process-type) that will govern the release of the **variable tranche**:

1. Key milestones regarding reforms actions planned under the Public Financial Management (PFM) reform Action Plan.
2. Specific gender-related measures that will accompany the government's institutional reforms.
3. Specific targets related to democratic governance with a focus on Security Sector Reform and Transitional Justice.

The set of indicators has been widely discussed with the Government of The Gambia. The indicators will cover key strategic areas to improve economic and democratic governance and ensure the implementation of core reforms. The SRBC will support the PFM reform measures to be implemented in 2018 and 2019, the delivery of key basic public services in line with the adopted 2018 and 2019 State Budgets, the reforms' implementation in the area of the security

sector reform and the transitional justice such as planned in the adopted National Development Plan.

The chosen performance targets and indicators to be used for disbursements will apply for the duration of the programme. However, in duly justified circumstances, the Ministry of Finance may submit a request to the Commission for the targets and indicators to be changed. The changes agreed to the targets and indicators may be authorised by exchange of letters between the two parties.

In case of a significant deterioration of fundamental values, budget support disbursements may be formally suspended, temporarily suspended, reduced or cancelled, in accordance with the relevant provisions of the financing agreement.

5.3.3 Budget support details

Budget support is provided as direct untargeted budget support to the national Treasury. The crediting of the euro transfer disbursed into Gambian Dalasi will be undertaken at the appropriate exchange rate in line with the relevant provisions of the Financing Agreement.

The SRBC will support the democratic transition period and the macroeconomic stability process of The Gambia, by providing fiscal space in the Fiscal Years 2018 and 2019, with an annual disbursement expected during the end of the third quarter or the beginning of the fourth quarter (at the latest) of each fiscal year.

5.4 Implementation modalities for complementary support

Both in indirect and direct management, the Commission will ensure that the EU appropriate rules and procedures for providing financing to third parties are respected, including review procedures, where appropriate, and compliance of the action with EU restrictive measures affecting the respective countries of operation⁴.

5.4.1 Grant: direct award to Strengthen revenue mobilisation and budget credibility in The Gambia (direct management)

a) Objectives of the grant, fields of intervention, priorities of the year and expected results

The objective of the grant is to improve the Public Financial Management (PFM) system in The Gambia in order to reach more efficient and accountable use of public funds through strengthening the institutional capacity of the government in PFM.

This implementation entails the activities of Result 2 to Support the implementation of PFM reforms as set in the PFM National Reform Strategy 2017-2020, through policy dialogue, technical assistance, and monitoring of PFM related performance indicators.

⁴ https://eeas.europa.eu/sites/eeas/files/restrictive_measures-2017-04-26-clean.pdf

(b) Justification of a direct grant

Under the responsibility of the Commission's authorising officer responsible, the grant may be awarded without a call for proposals to the International Monetary Fund (IMF).

Under the responsibility of the Commission's authorising officer responsible, the recourse to an award of a grant without a call for proposals is justified, as long as the flexible procedures are applicable, because the country is in a crisis situation referred to in Article 190(2) RAP. In addition, the IMF has a proven long standing and recognised experience in the targeted areas, as well as a reputable experience of capacity transfer and development to support governmental reforms in these sectors.

(c) Essential selection and award criteria

The essential selection criteria are the financial and operational capacity of the applicant.

The essential award criteria are relevance of the proposed action to the objectives of the call; design, effectiveness, feasibility, sustainability and cost-effectiveness of the action.

(d) Maximum rate of co-financing

The maximum possible rate of co-financing for this grant is 100 % of the eligible costs of the action.

If full funding is essential for the action to be carried out, the maximum possible rate of co-financing may be increased up to 100 %.

The essentiality of full funding will be justified by the Commission's authorising officer responsible in the award decision, in respect of the principles of equal treatment and sound financial management.

(e) Indicative trimester to conclude the grant agreement

Second trimester of the year 2019.

5.4.2 Procurement (direct management)

Subject	Type	Number of contracts	Launch of procedure
Complementary measures – Democratic reforms and Public Financial Management including Public Private Partnership and Procurement.	Services	1	Q2 2019

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

Components	EU contribution (in EUR)
5.3 Budget Support State & Resilience Building Contract	50 000 000
5.4.1 Complementary measures - Grant - Direct management with international organisation: IMF	1 800 000
5.4.2 Complementary measures - Procurement (direct management) Service Contract	2 800 000
5.9 and 5.10 Evaluation and audit	100 000
5.11 Communication and Visibility	50 000
Contingencies	250 000
Totals	55 000 000

5.7 Organisational set-up and responsibilities

A Steering Committee shall be set up to oversee and validate the overall direction and policy of the SRBC. The project Steering Committee will be chaired by the MoFEA and shall meet at least 2 times a year. It will guide the implementation, monitor progress and ensure that the required technical expertise is mobilised in a timely manner.

The Steering Committee will be consulted on key strategic and operational decisions and kept informed about progress of implementation. The Technical Assistance shall submit their technical and financial reports to the project Steering Committee and to the Head of Delegation.

The long term Technical Assistance composed of seven Key Experts recruited under Service contract will work on the activities of:

- Result 2 to (i) Analyse information on macroeconomics, fiscal and budgetary developments within the Public Financial Management Coordination Committee (PFMCC), and (ii) Support the implementation of PFM reforms as set in the PFM National Reform Strategy 2017-2020, through policy dialogue, technical assistance, and monitoring of PFM related performance indicators;
- Results 3 to (iii) Support the progress of democratic reforms, human rights and rule of law, through policy dialogue, technical assistance, and monitoring of gender related performance indicators.

In addition, according to specific needs short term non-Key Expertise will be mobilised in several fields, including justice sector reform, security sector reform, rule of law, human rights, media reform, electoral reform, constitutional reform, public expenditure and financial accountability, public expenditure tracking, tax administration diagnostic assessment, macro-economic and fiscal framework, audit, debt management, business development, etc.

5.8 Performance monitoring and reporting

The single fixed tranche disbursement is subject to continued compliance with the general eligibility criteria and to the preliminary fulfilment of the specific conditions stipulated above in § 5.3.2. The MoFEA will thus periodically report on progress of the Public Policy, the Macroeconomic Stability, the PFM Reform, Cash Management, and Budget Transparency.

For complementary measures, the implementing partners, including the IMF, the Service Provider (Private Contractor), and each Technical Assistant, will be in charge of monitoring the indicators in Appendix (the list of result indicators) during the project lifetime and report to the Steering Committee, which will monitor the performance of the project.

The day-to-day technical and financial monitoring of the implementation of this action will be a continuous process and part of the responsibilities of the implementing partners. To this aim, the implementing partners 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).

5.9 Evaluation

Having regard to the importance of the action, at the end of the project a final evaluation will be performed for the complementary measures via independent consultants contracted by the Commission. It will be carried out for accountability and learning purposes at various levels (including for policy revision), taking into account in particular the fact that lessons learned from the complementary measures can be instrumental for future budget support programmes.

The Commission shall inform the implementing partners at least 1 month in advance of the dates foreseen for the evaluation missions. The implementing partners 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 contract for evaluation services shall be concluded under framework contract in Q4 2023.

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 in Q4 2023.

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 5.6 above under complementary measures.

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

Indicatively, one (1) procurement is foreseen to be concluded under a service contract during the implementation of the action in Q3 2020.

APPENDIX - INDICATIVE LIST OF RESULT INDICATORS - STATE AND RESILIENCE BUILDING CONTRACT FOR THE GAMBIA⁵

The inputs, the expected direct and induced outputs and all the indicators, targets and baselines included in the list of result indicators are indicative and may be updated during the implementation of the action without an amendment to the financing decision. The table with the indicative list of result indicators will evolve during the lifetime of the action: new columns will be added for intermediary targets (milestones), when it is relevant and for reporting purpose on the achievement of results as measured by indicators. Note also that indicators should be disaggregated by sex whenever relevant.

	Intervention logic	Indicators	Baselines	Targets	Sources and means of verification
Overall Objective	OO 1: To contribute to sustainable and inclusive growth and the improvement of political and economic governance in The Gambia.	1.1: GDP growth (annual %). (** EU RF Level 1 #3) 1.2: Current-account deficit (% of GDP). (** EU RF Level 1 #13)	1.1: 3 % in 2018. 1.2: 10 % of GDP in 2018.	1.1: >5 % in 2020. 1.2: <5 % of GDP in 2020.	1.1: IMF programme reviews and county reports. 1.2: IMF programme reviews and county reports.
Specific Objective	SO 1: To improve the performance of the Government of The Gambia, efficiency and accountability of public funds use, Governance, and access of the population to public Services.	1.1: Status of vital state expenditures. 1.2: Access to transitional justice for the population. (EU RF Level 1 ## 4-6) 1.3: The value of Gender-related Development Index (GDI) for the Gambia. 1.4 Gender Inequality Index (GII)	1.1: 100 % of civil service salaries are paid in 2018. 1.2: Set up of the Truth & Reconciliation & Reparation Commission (TRRC) in 2018 and appointment of Commissioners. 1.3: GDI of 0.878 in 2015. 1.4: GII of 0.641 in 2015.	1.1: 100 % of civil service salaries are paid in 2019. 1.2: Hearings from victims have started in 2019. 1.3: GDI >0.9 in 2020. 1.4: GII <0.6 in 2020.	1.1: IMF programme reviews and county reports. 1.2: GoTG annual reports, special reports related to sectoral reforms, policy dialogue, reports from the media and civil society. 1.3: UNDP Human Development Reports. 1.4: UNDP Human Development Reports.
Induced Outputs (IO)	IO 1: The government's budgetary obligations related to the financing of vital state functions and the National Development Plan are met.	1: Level of budget deviations. (** EU RF Level 2 #14)	1: Actual expenditure deviated from budgeted expenditure by over 15 % in FY 2013.	1: The budget deviation must be contained within the limit of 5 % in 2020.	1: Repeated PEFA assessments by 2020 & IMF reports.

⁵ Mark indicators aligned with the relevant programming document mark with '*' and indicators aligned to the EU Results Framework with '***'.

	<p>IO 2: Improved Public Financial Management (PFM) systems for more effective public service delivery.</p> <p>IO 3: Democratic reforms are promoted as well as in the area of Security sector governance, Transitional justice, and Gender equality.</p>	<p>2.1: Treasury Single Account (TSA). (* EU CSP/ NIP 2.1)</p> <p>2.2: Domestic Revenue Mobilisation (DRM). (* EU CSP/ NIP 2.1)</p> <p>3.1: Status of democratic governance reforms. (* EU CSP/ NIP 3.1)</p> <p>3.2: Status of Security Sector Reforms. (* EU CSP/ NIP 4.1)</p> <p>3.3: Gender Empowerment.</p>	<p>2.1: TSA is not operational.</p> <p>2.2: No Revenue Administration Road Map.</p> <p>3.1: Set up of The Truth, Reconciliation and Reparation Commission & the Human Right Commission and the Constitutional Review Commission in 2018.</p> <p>3.2: A Security Sector Reform in place but without National Security Policy (NSP).</p> <p>3.3: No Women's Enterprise Development Fund.</p>	<p>2.1: TSA is operational.</p> <p>2.2: The Gambia Revenue Authority (GRA) develops and adopts a Revenue Administration Road Map.</p> <p>3.1: The Commissions are fully operational before the end of 2020 (appointments, delineation of competencies, mandates and authorities, oversight, costing and budgeting).</p> <p>3.2: A National Security Policy (NSP) is adopted in 2019.</p> <p>3.3: A Women's Enterprise Development Fund is set up, equipped, and has started activities in terms of capacity development and access to finance in 2019.</p>	<p>2.1: GoTG annual reports, special reports related to sectoral reforms, policy dialogue, & IMF reports.</p> <p>2.2: GoTG annual reports, special reports related to sectoral reforms, policy dialogue.</p> <p>3.1: GoTG annual reports, special reports related to sectoral reforms, policy dialogue.</p> <p>3.2: GoTG annual reports, special reports related to sectoral reforms, policy dialogue.</p> <p>3.3: GoTG annual reports, special reports related to sectoral reforms, policy dialogue, reports from UNDP and civil society.</p>
Direct Outputs (DO)	<p>DO 1: Policy dialogue and TA/ capacity building activities better coordinated and more conducive for implementation of Government strategies.</p> <p>DO 2: Increased predictability of the disbursement of external funds.</p> <p>DO 3: Reduced transaction costs of providing aid.</p>	<p>1.1: Number of meetings of the PFM Coordinating Committee per year.</p> <p>1.2: Number of policy dialogue meetings on gender equality.</p> <p>2: Rate of direct budget support compared to the forecast.</p> <p>3: 1 joint donor mission in 2017 in SSR area.</p>	<p>1.1: 2 meetings in 2017.</p> <p>1.2: No meeting in 2017.</p> <p>2: Direct budget differed from donor forecasts by more than 5 % in 2017.</p> <p>3: 1 joint donor mission in 2017 in SSR area.</p>	<p>1.1: Quarterly meetings in 2019 & 2020.</p> <p>1.2: Quarterly meetings in 2019 & 2020.</p> <p>2: Direct budget does not differ from donor forecasts by more than 5 % in 2019.</p> <p>3: Quarterly joint donor missions in 2020 in the areas of PFM, HR, SSR, Gender Equality.</p>	<p>1.1: GoTG annual reports, special reports related to sectoral reforms, policy dialogue.</p> <p>1.2: GoTG annual reports, special reports related to sectoral reforms, policy dialogue.</p> <p>2: IMF and GoTG reports.</p> <p>3: External and GoTG reports, and policy dialogue.</p>



EN

This action is funded by the European Union

ANNEX 2

of the Commission Decision on the Annual Action Programme 2018 in favour of the Republic of The Gambia to be financed from the 11th European Development Fund

Action Document for "Contribution to the African Investment Platform (AIP) for support to The Gambia Sustainable Energy Sector"

1. Title/basic act/ CRIS number	<i>"Contribution to the African Investment Platform (AIP) for support to The Gambia Sustainable Energy Sector"</i> CRIS number: GM/FED/041-016 financed under the 11 th European Development Fund (EDF)	
2. Zone benefiting from the action/location	The Gambia The action shall be carried out in the whole territory.	
3. Programming document	National Indicative Programme (NIP) 2017-2020 for The Gambia	
4. Sector of concentration/ thematic area	Energy	DEV. Aid: YES ²
5. Amounts concerned	Total estimated cost: EUR 35 000 000 This action is co-financed by entities and for amounts specified in the indicative project pipeline which is an appendix of this Action Document.	
6. Aid modality and implementation modality	Project Modality This action regarding this Regional Blending Facility shall be implemented in indirect management by entities to be indicated in complementary financing decisions to be adopted at the end of the Regional Blending Facilities award procedure.	
7 a) DAC code	230 - Energy generation, distribution and efficiency	
b) Main Delivery Channel	N.A.	

² Official Development Aid is administered with the promotion of the economic development and welfare of developing countries as its main objective.

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"/>	X
	Aid to environment	<input type="checkbox"/>	X	<input type="checkbox"/>
	Gender equality (including Women In Development)	<input type="checkbox"/>	X	<input type="checkbox"/>
	Trade Development	X	<input type="checkbox"/>	<input type="checkbox"/>
	Reproductive, Maternal, New born and child health	<input type="checkbox"/>	X	<input type="checkbox"/>
	RIO Convention markers	Not targeted	Significant objective	Main objective
	Biological diversity	X	<input type="checkbox"/>	<input type="checkbox"/>
	Combat desertification	X	<input type="checkbox"/>	<input type="checkbox"/>
	Climate change mitigation	<input type="checkbox"/>	<input type="checkbox"/>	X
	Climate change adaptation	X	<input type="checkbox"/>	<input type="checkbox"/>
9. Global Public Goods and Challenges (GPGC) thematic flagships	N.A.			
10. Sustainable Development Goals (SDGs)	<p>Main Goals:</p> <ul style="list-style-type: none"> • Goal 7 : Affordable and Clean Energy • Goal 3 : Good Health and Well-Being for people • Goal 4: Quality Education <p>Secondary Goals:</p> <ul style="list-style-type: none"> • Goal 8: Decent Work and Economic Growth • Goal 12: Responsible Consumption and Production • Goal 13: Climate Change 			

SUMMARY:

The overall objective of this contribution is to support The Gambia's economic and social development through access to sustainable energy.

At present, there is no significant renewable energy penetration and the electricity sector is facing numerous challenges, such as frequent load shedding, impossibility of serving existing demand and breakdown of material. The project that has been identified aims at enhancing access to more sustainable energy and reliable electricity, enabling access to decentralised communities and improving basic social services in line with environmental and climate change objectives and ensuring an inclusive and sustainable development.

The main objective of this contribution is to improve electricity services in The Gambia by: (i) an increase in generation capacity through on-grid utility scale photovoltaic (PV); (ii) an increase in transmission capacity by reinforcing and expanding the national grid; (iii) off-grid solar-PV systems installation, and (iv) institutional sector support.

1 CONTEXT

The change of leadership in The Gambia in January 2017 opened a new chapter in EU-Gambia relations. Already in early February 2017, EU Commissioner for Development and International Cooperation Neven Mimica visited Banjul to express the full support of the EU to the agenda of the new government, based on democratic reforms in full respect of human rights and the rule of law. During this visit, it was also agreed that the EU would support National Authorities' efforts in organising a donor conference to help bring together partners support towards their identified national development priorities. This event was held on May 2018 and was a resounding success with EUR 1.45 billion pledged by the international community. Partners must now focus on quick and efficient implementation.

The Gambia in figures	
National area	11 300 km ²
Population (2017)	2 052 000
Population growth (2017)	3.04 % per year
Population under 25 years old	60 %
Unemployment ratio	44 % (Male: 38 %; Female: 50 %)
Gross Domestic Product (GDP) growth	3 % per year
GDP per capita (2017)	EUR 1 700 per year
Poverty rate (2010)	48.4 %
Inflation rate (2017)	8.3 % per year
Human development index	0.452; rank 173
Life expectancy	65 years

The Government has recently adopted "The Gambia National Development Plan (2018-2021)" (NDP), aiming at strategically responding to domestic challenges faced by the country and to accommodate international commitments such as the Africa Union Agenda 2063 adopted in July 2015, the Sustainable Development Goals, the Paris Agreement on climate change signed in 2016 and the Declaration of Istanbul, which is an additional instrument being domesticated by the Gambia as a signatory.

The Gambia Electricity Sector Roadmap, which was updated in October 2017, provides an opportunity for the new government to express its vision for the sector and for all stakeholders, including national and international players (old and new) to re-affirm their commitment to the vision for the sector. This project represents the main EU support to the achievement of this Roadmap.

This project is fully in line with the Sustainable Energy for all (SE4ALL) initiative by mobilising action in support of the three core objectives of SDG 7, which are: i) ensuring universal access to modern energy services, ii) doubling the share of renewable energy in the global energy mix, and iii) doubling the global rate of improvement in energy efficiency.

1.1. Sector/ Country/Regional context/ Thematic area

The Gambia electricity sector is facing substantial challenges that have prompted the new government to make energy a priority for the country. The EU cooperation policy with the Gambia includes supporting the improvement in managing energy demand, energy efficiency, renewable energy generation and clean technology development and transfer.

The energy sector in The Gambia is characterised by the predominance of biomass, fuelwood and oil imports. At the moment, there is no significant renewable energy penetration in The Gambia, hydropower resources are inexistent and wind energy resources are rather low. The abundant solar resource has not yet been exploited.

Despite the existence of a multisector regulator that has made progress in legislation, the electricity sector remains controlled by the National Water and Electricity Company (NAWEC).

Electrical energy in The Gambia	
Electric power (2017)	Installed 102 MW Available 45 MW Demand 70 MW
Energy Production (2015)	240 MWh/year
Fossil energy	100 %
Urban population benefiting from electricity (2014)	71 %
Rural population benefiting from electricity (2014)	13 %

The electricity system at the moment is an isolated system with no interconnection to neighbouring Senegal. This will change with the arrival of the high voltage transmission line interconnection system promoted by the OMVG (Gambia River Basin Organisation)³ that will connect the Gambia to its four neighbouring countries⁴ and allow for more energy security. Until now, the electricity sector has been facing challenges with frequent load shedding, suppression of demand and breakdown of material, namely diesel and Heavy Fuel Oil (HFO) generators. This fact has led the new government to set renewable energy as a priority for the country.

Against this background, the energy sector is a very pertinent choice for The Gambia. The Gambia can use donor funding to substantially improve its service to the people. Ensuring access to energy and reliable electricity access to the population (particularly in decentralised communities), reducing the cost of electricity, ensuring an enabling environment for energy

³ OMVG: Gambia River Basin Organisation, acronym from French : "*Organisation de mise en valeur du fleuve Gambie*".

⁴ Senegal, Guinea Bissau, Guinea, Mali.

investment and in which stakeholders have sufficient capacity to play their role in a reformed electricity system, constitute the main axes for action.

1.1.1 Public Policy Assessment and EU Policy Framework

This programme responds to the Government's efforts to build a sound reliable and sustainable socio-economic infrastructure. Improving the energy sector situation is among the government's top priorities. This is fully reflected in the National Development Plan and The Gambia Electricity Sector Roadmap (updated in October 2017) that provide the framework for the provision of an efficient, reliable and affordable energy supply to effectively support the socio-economic development of the country.

This programme is fully in line with EU development policy, as laid down in the European Consensus on Development⁵ and the Joint Africa-EU Strategy (JAES)⁶ which define continent to continent relations based on a shared vision and common principles. The overall objectives include sustainable economic development, industrialisation, regional and continent integration.

It will also contribute to the action plan that was adopted at the Valetta Summit on Migration (11th-12th November 2015)⁷, in particular to the first priority domain "Development benefits of migration and addressing root causes of irregular migration and forced displacement" by boosting socio-economic development.

Energy sector

With about 47.2 % of the population having access to electricity⁸, 71 % of which in urban areas (13% in rural areas), The Gambia has less grid access and significantly lower annual energy consumption per capita (136 kWh)⁹ than other poor countries, and one of the highest consumer tariffs in the region. It also suffers from constrained government capacity and function. The Government of The Gambia is supporting the incorporation of renewable energy in the country's energy mix, as a way to provide access to 1.91 million people by 2030.

The National Water and Electricity Company (NAWEC), a state-owned utility, is the sole operator in the country¹⁰. Other power producers are unknown. Besides the Greater Banjul Area (GBA) electric power system, the rest of the country is electrified by five rural mini-grids that provide electricity for 10 to 12 hours during the day, usually from 7:00 to 13:00 and from 18:00 to 24:00. NAWEC has a nominal installed capacity of 102 MW (100 % liquid fuels) but less than 50 % is currently available: about 45 MW are available to meet an existing demand of more than 70 MW.

The Gambia suffers from constant electricity shortages due to inadequate installed capacity for the rising demand, the frequent breakdowns of the existing generators that take longer than usual to fix due to economic and technical reasons. The problem is aggravated by the precarious state of the transmission and distribution infrastructures and by the large transmission and distribution electricity losses (~27%) that have not, to date, been properly and systematically measured and reported.

The Gambia is facing transition at all levels and reforms are being implemented in all sectors, including the energy sector. The new government has made energy a priority for the coming years. Political changes are expected to lead to rapid improvement of the fuel procurement system and to reforms such as a possible unbundling of the generation component of the utility.

⁵ OJ C 46, 24.2.2006, p. 1.

⁶ <http://www.africa-eu-partnership.org/key-documents>.

⁷ http://www.consilium.europa.eu/en/meetings/international-summit/2015/11/ACTION_PLAN_EN_pdf/.

⁸ World Bank: <http://data.worldbank.org/indicator/EG.ELC.ACCS.ZS>

⁹ SE4ALL country project fiche, The Gambia.

¹⁰ <http://www.nawec.gm/>

These reforms and their expected results (better service, NAWEC re-structuring becoming a more reliable off-taker, more renewable energy capacity, interconnection) have to be implemented in an environment of high external debt and credit risk. This situation drives to the need for external support and private sector investments to fill the gap, and this would require active incentives and measures.

Access to secure, affordable, clean and sustainable energy services has been identified by the European Union's Agenda for Change¹¹ as one of the EU's priorities and a key driver for inclusive growth. The EU strongly supports the United Nations (UN) SDG 7 on affordable and clean energy, and has been one of the leaders in the UN SE4ALL initiative aiming at: a) ensuring universal access to modern energy services; b) doubling the share of renewable energy in the global energy mix; and c) doubling the global rate of improvement in energy efficiency. The EU's target is to help developing countries to provide access to sustainable energy services to 500 million people by 2030. These are in line with the targets established within the Africa-EU Energy Partnership.

For The Gambia, the programming of the second phase of the NIP 2017-2020 under the 11th EDF follows the United Nations 2030 Agenda for Sustainable Development and the new European Consensus on Development "Our World, Our Dignity, Our Future"¹². Renewable energy/Climate Change/Infrastructures constitute one of the three focal sectors of the second phase of the NIP. In this vein, EUR 27 000 000 will be allocated to renewable energy methods (to mitigate climate change impact) and small scale rural electrification schemes. Following the partnership principle, exploiting the synergies with financial partners to improve the leverage effects of European Commission (EC) grants by attracting loans (blending) constitutes a crucial aspect of the EU's efforts in this area.

1.1.2 Stakeholder analysis

The Gambian State is a major stakeholder, notably through the Ministry of Energy and NAWEC, as well as its associated bodies, decentralised services and local authorities involved in the projects. Public bodies and private operators participating in energy and transport activities will also be taken into account.

The urban and rural populations of The Gambia will be direct beneficiaries of the project. More precisely this action could target vulnerable groups such as children, people in need of medical care and women.

Multilateral and national European financial institutions will be direct partners and important stakeholders of the Africa Investment Platform (AIP).

In accordance with Article 40 of Council Regulation (EU) 2015/323¹³, financial instruments shall be implemented whenever possible under the lead of the European Investment Bank (EIB) or a bilateral European financial institution.

The involvement of non-European financial institutions as lead financiers should be examined by the board of the Africa Investment Platform on a case-by-case basis following a targeted approach, based on the specific added value as a lead financier brought into a particular project or region.

1.1.3 Priority areas for support/problem analysis

The EU priorities in the Energy sector can considerably improve the living standards of the population and the economic perspectives of The Gambia in the coming years in line with the

¹¹ "Increasing the impact of EU Development Policy: an Agenda for Change", Commission Communication COM (2014) 263 final of 13.10.2011.

¹² OJ C 210 of 30.6.2017.

¹³ Council Regulation (EU) 2015/323 of 2 March 2015 on the financial regulation applicable to the 11th European Development Fund (OJ L 58, p. 17, 3.3.2015).

SDG key themes of *prosperity* and *planet*.

Energy Sector

In The Gambia, the bulk electricity system has been affected by insufficient and inadequate capacity in generation, transmission and distribution and is marred by high levels of system failures and electricity losses. The current situation severely hampers the expansion of economic activities and affects the daily lives of the Gambian population, including the quality of basic social services such as education and health care.

In this context, substantial working sessions between the National Authorities and relevant international Financial Institutions (FIs) have permitted moving forward to the identification/formulation of a **national electricity restoration and modernisation project** aiming at improving electricity services in The Gambia by (i) an increase in generation capacity through on-grid utility scale photovoltaic; (ii) an increase in transmission capacity and efficiency by modernising, reinforcing and expanding the national grid; (iii) off-grid solar-PV systems installation, and (iv) institutional sector support.

1.2. Other areas of assessment:

N.A.

2 RISKS AND ASSUMPTIONS

Risks	Risk level (H/M/L)¹⁴	Mitigating measures
Debt sustainability could negatively impact blending operations, in particular in light of the risk of debt distress according to the IMF/WB debt sustainability framework.	M	Project application forms contain information about debt sustainability provided by FIs; FIs also have internal policies in terms of sovereign lending. Assessment process involves EU. Delegations and other competent services are consulted on the issue of debt sustainability and investment programmes, including the information available on the International Monetary Fund (IMF)/World Bank debt sustainability framework. The IMF has confirmed that the current proposal reaches a satisfactory degree of concessionality to assume project sustainability.
The existence and implementation of favourable policies by The Gambia in energy and transport will be of high importance and should be considered when deciding about providing support to an operation in such a way that a systemic impact is being aimed at.	L	Governance, policy and capacity issues in relation to the energy sector are addressed by the programme, mainly component 4. Delegations are involved at a very early stage in project identification and blending operations are leveraged in the sector policy dialogue.

¹⁴ Risk level : H=high, M=medium, L=low.

Blending projects crowd out private sector financing.	L	The risks inherent to investment in The Gambia are a deterrent to private investment and justify the EU involvement. An assessment on the additionality of EU funds will be made in all blending operations proposed.
Operation and maintenance service being continuous provided for the lifetime of the installations.	L/M	This risk will have to be mitigated by the programme structure notably in the Operation and Maintenance (O&M) costs of installations. Institutional support to National authorities and to NAWEC will mitigate this risk.
Design and installation of appropriate technology.	L	The EU provides technical assistance/capacity building.
The results of technical assistance financed by the Africa Investment Platform to prepare preliminary studies might be negative or not conclusive for the project.	M/L	Explore with international financing institutions all the possibilities of financing technical assistance (TA) for projects which could potentially lead to bankable and sustainable projects.
The EU Delegation has the required human capacities to follow this project.	M	A process for the recruitment of two new agents, local agents (AL) and contract agents (CA), to reinforce the Infrastructures Delegation team is ongoing.

Assumptions

- A sufficiently stable political and financial climate is in place to promote and secure investments.
- Financial Institutions are actively engaged in identifying projects likely to involve blending operations, in close cooperation with the partner country and the EU delegation.
- The Gambian government continues committed to the promotion of the energy sector.
- The two new agents to reinforce the Infrastructures Delegation team are in place.

3 LESSONS LEARNT, COMPLEMENTARITY AND CROSS-CUTTING ISSUES

3.1. Lessons learnt

Previous EDF Regional Indicative Programmes (RIP) funded an important multiannual and multi-country Regional Solar Programme to provide off grid PV installations in rural communities of the Sahel, under the authority of the Permanent Interstate Committee for drought control in the Sahel (CILSS)¹⁵. Even if works are finalised since already one decade ago, experience is worth to be taken, as it is the biggest cooperation renewable energy programme implemented in West Africa up to date, and many of the installations put in place in The Gambia are still working nowadays, managed by the local communities. A final evaluation carried out in 2009, with a specific analysis for The Gambia component of the project, provides experience,

¹⁵ References: PRS II n°: 8-ACP-ROC-042; Convention n°: 6365/REG.

useful analysis and advice on the organisation of the operation and maintenance of PV installations favouring the sustainability of the project.

Furthermore, the last Result Oriented Monitoring (ROM) exercise findings in which five projects were monitored (all were in global score category III) provides several lessons, among which:

- a. Need for closer monitoring especially to avoid delays;
- b. Major emphasis on capacity building;
- c. Need for more collaboration between stakeholders.

Simplification of implementation architecture and standardisation of supplies provided will be favoured aiming at reducing intermediate implementation delays, enhancing sustainability and a lower operation costs.

3.2. Complementarity, synergy and donor coordination

This project is being formulated jointly by the National Authorities, the EU and other financial institutions such as the World Bank or the European Investment Bank, which are the most relevant financial contributors to the energy sector in The Gambia.

Over the past years, the most significant and reliable donors to The Gambia have been the EU, the African Development Bank (AfDB), the Islamic Development Bank, the IMF and the World Bank. There are almost no other bilateral donors. Member States (DE, ES, FR and UK) as well as the US have very little cooperation programmes, mainly targeting non-governmental organisations (NGOs). The EU cooperates closely with UN agencies, IMF, World Bank, AfDB and the Islamic Development Bank by sharing information in order to avoid duplication and promote harmonisation. With the outcomes of the International Conference for The Gambia and the important amounts pledged by different donors, additional coordination and complementarity efforts will need to be made in order to maximise donors' engagement.

The project will benefit from synergies to be developed with a number of activities supported by the ECOWAS¹⁶ Centre for Renewable Energy and Energy Efficiency (ECREEE), particularly with The Gambian component of the Regional Off-Grid Electrification Project¹⁷ (ROGEP) that will address the key barriers to attract private sector participation in promoting off-grid electrification in 19 countries (including The Gambia). It will support the private sector in becoming distributor and supplier of standalone quality verified solar PV systems to electrify households and businesses.

The Gambia would benefit from a number of EU Trust fund Projects, among them i) the Youth Employment Programme (YEP), and ii) the GIZ (Deutsche Gesellschaft für Internationale Zusammenarbeit), successful in The Gambia, that have a specific component promoting technical training and the innovative use of renewable energy solutions having strong links and synergies with present project.

3.3. Cross-cutting issues

Gender equality continues to feature prominently in The Gambia through the continuing creation of an enabling policy framework based on a proper gender analysis and the provision of adequate gender statistics and budgets. In addition, there is increasing focus on the improvement of women's and girls' education, health, and job opportunities by ensuring parity in primary, secondary and tertiary education. Similarly, there are ongoing efforts aimed at improving women's and girls' opportunities in all productive sectors, mobilise resources for gender equality and women's empowerment interventions, and ensuring the proper coordination, monitoring and evaluation of women and gender-related programmes. The Gambia being signatory to many

¹⁶ ECOWAS: Economic Community of West African States.

¹⁷ <http://www.ecreee.org/news/rogep-forum-ecowas-member-countries>

international conventions, agreements and declarations that directly affect women's rights, the EU Delegation is sponsoring the development of a Gender Action Plan the objectives of which would be targeted by this action document when finalised.

The project will carefully monitor and ensure that gender equality and women rights will be respected. Energy projects can contribute to gender equality and women empowerment by engaging women throughout the value chain and in decision-making roles from which they have traditionally been excluded. Gender equality measures supporting women empowerment will be taken in order to contribute to the operation and maintenance of the devices installed by the project.

Other cross-cutting issues will be addressed in all activities implemented under the project. Regional organisations, partner countries and eligible financial institutions will ensure that all projects financed with EU resources respect EU principles in terms of environmental and social impact (e.g. gender issues, indigenous people's rights, governance, etc.), public procurement, state aid, and equal opportunities. All activities must also respect the principles of sound financial management with effective and proportionate anti-fraud measures as well as good governance and human rights (applying the Rights Based Approach Toolbox).

Environmental and social issues will be a key part of the project design and assessment process in terms of ensuring positive environmental and social impact of infrastructure projects, as well as climate-proofing the proposed projects. All components of this project will be subject to an environmental and social impact assessment as per the AIP guidelines in order to identify their potential impacts. Environmental measures will be integrated in their design to ensure they will not result in significant adverse impacts on the environment during their construction, operation and decommissioning.

4 DESCRIPTION OF THE ACTION

4.1. Objectives/results

Energy sector

The overall objective is to contribute to The Gambia's economic and social development through the access to sustainable energy.

The specific objectives for the action are:

- Ensure lighting and basic energy services to the population in The Gambia;
- Improving access to energy and reliable electricity from renewable sources to the population (particularly in decentralised communities);
- Reducing the cost of electricity by improving energy distribution grids and by reducing the need for consumption of imported fossil fuels ;
- Enabling access of decentralised communities to basic social services and enabling social and professional activities;
- Reducing the environmental impact of The Gambian energy sector. By supporting renewable energy and energy efficiency, the action will contribute to the reduction of greenhouse gas emissions and thus to climate change mitigation.

Expected results are:

- The project will specifically improve renewable electricity generation (on-grid solar energy); reinforce the power transmission capacity and efficiency;
- Improve education and health conditions for specific vulnerable groups (children and persons in need of medical care) by providing schools and clinics with reliable and affordable energy;

- The energy sector efficiency and resilience will be improved by upgrading the transmission and distribution network.

This programme is relevant for the United Nations 2030 Agenda for Sustainable Development. It contributes primarily to The Gambia efforts to the progressive achievement of *SDG 7: Affordable and Clean Energy*, *SDG 3: Good Health and Well-Being for people* and *Goal 4: Quality Education*, but also promotes progress towards *Goal 8: Decent Work and Economic Growth*, *Goal 12: Responsible Consumption and Production*, and *Goal 13 Climate Change*.

4.2. Main activities

EU support will address projects that can swiftly and efficiently deliver results in the energy sector. Investments will improve access to energy and reliable electricity from renewable sources to the population (particularly in decentralised communities). As a general principle, the design of the proposed infrastructures takes the necessary measures related to the preservation of the investment, taking foreseeable climatic changes during its service life into account.

All contributions will be paid through the Africa Investment Platform.

The projects earmarked for financing at this stage are indicative and will be the subject of detailed applications to AIP by the financial institutions responsible for the projects. These projects could include the following activities:

Component 1 relates to the provision of an on-grid electricity generation solar photovoltaic plant up to 20 MW.

Component 2 relates to the transmission and distribution (T&D) upgrades necessary to (i) prepare for future capacity expansion including solar and OMVG; (ii) reduce T&D losses; and (iii) to allow future grid extension. This is an urgent investment, as the current transmission lines are expected to become a bottleneck very soon.

Component 3 relates to the provision of off-grid electricity generation photovoltaic units in important infrastructures of the country that do not benefit from reliable electricity, notably in rural areas.

Component 4 actions aim to provide institutional strengthening (to NAWEC and National Administration), project implementation support and emergency response.

4.3. Intervention logic

It is not possible at this formulation stage to provide indicators, their baseline values, expected values and results as well as related methodologies. An intervention logic comprising these elements as well as detailed activities and budget breakdown will be presented at a later stage and once the projects have been presented by the lead Financial Institutions in the context of the Africa Investment Platform (AIP).

5 IMPLEMENTATION

5.1 Financing agreement

In order to implement this Action, it is not foreseen to conclude a financing agreement with the partner country.

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 **120** months from the date of adoption by the Commission of this Action Document (see annex 2).

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 Implementation of the budget support component

N.A.

5.4 Implementation modalities

Both in indirect and direct management, the Commission will ensure that the EU appropriate rules and procedures for providing financing to third parties are respected, including review procedures, where appropriate, and compliance of the action with EU restrictive measures affecting the respective countries of operation¹⁸.

5.4.1. Contribution to the Africa Investment Platform

This contribution may be implemented under indirect management with the entities, called Lead Financial Institutions, and for amounts identified in the appendix of this action document. The entrusted budget-implementation tasks consist in the implementation of procurement, grants, financial instruments and payments. The entrusted Member State agency or international organisation shall also monitor and evaluate the project and report on it. The Lead Financial Institutions are not definitively known at the moment of adoption of this Action Document but are indicatively listed in its appendix. A complementary financing decision will be adopted.

Certain entrusted entities are currently undergoing the ex-ante assessment. 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, they 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 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.

¹⁸ https://eeas.europa.eu/sites/eeas/files/restrictive_measures-2017-04-26-clean.pdf

5.6 Indicative budget

	EU contribution (*) (in EUR)	Indicative third party contribution, in currency identified
5.4.1 - Contribution to the Africa Investment Platform (Communication & Visibility included)	35 000 000	The contributions from the financial institutions will be decided at a later stage.
5.9 - Evaluation, 5.10 - Audit	To be covered by another measure constituting a financing decision.	-
Contingencies	N.A.	-
Total	35 000 000	-

(*)The contribution to the Africa Investment Platform includes the fees to be paid to the Lead Financial Institutions, as defined in the contractual arrangements of each specific project.

5.7 Organisational set-up and responsibilities

The organisational set-up and responsibilities are those put in place in the context of the Africa Investment Platform.

A specific steering committee will be set up for this project once the financial institution(s) has(ve) been selected. It will be indicatively composed of representatives of the National Authorising Officer, concerned sectoral Ministries, the EU Delegation in The Gambia, the financial institutions selected, and the contractors in charge of the works and their supervision. This composition may be enlarged on an ad hoc manner. Details on the mandate and structure will be agreed at a later stage.

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 implementing partner's responsibilities. To this aim, the implementing partner shall establish a permanent internal, technical and financial monitoring system for the elaboration of regular progress reports (not less than annual) and final reports. Every report shall provide an accurate accounts of implementation, 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 logframe 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).

5.9 Evaluation

At the level of the individual operations, evaluation tasks will be carried out under the responsibility of the Lead Financial Institution and will be organised according to the requirements of each project.

The Commission may, during implementation, decide to undertake such an evaluation for duly justified reasons either on its own decision or on the initiative of the partner.

The Commission shall inform the implementing partner at least one 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.

The financing of the evaluations shall be covered by another measure constituting a financing decision.

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.

The financing of such audit shall be covered by another measure constituting a financing decision.

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 5.6 above. These measures will be carried out under the responsibility of the Lead Financial Institution and will be organised according to the requirements of each project.

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 PRE-CONDITIONS

N.A.

Appendix 1: Indicative list of financial institutions active in the energy sector in The Gambia

- European Investment Bank;
- World Bank Group.



EN

This action is funded by the European Union

ANNEX 3

of the Commission Decision on the Annual Action Programme 2018 in favour of the Republic of The Gambia to be financed from the 11th European Development Fund

Action Document for "The Gambia Technical Cooperation Facility (TCF II)"

1. Title/basic act/ CRIS number	<i>"The Gambia Technical Cooperation Facility (TCF II)"</i> CRIS number: GM/FED/040-927 financed under 11 th European Development Fund (EDF)			
2. Zone benefiting from the action/location	West Africa, Republic of The Gambia. The action shall be carried out at the following location: The Gambia at national level.			
3. Programming document	National Indicative Programme (NIP) 2017-2020 for The Gambia			
4. Sector of concentration/ thematic area	Support Measures	DEV. Aid: YES ¹		
5. Amounts concerned	Total estimated cost: EUR 2 010 500 Total amount of EDF contribution: EUR 2 000 000 This action is co-financed in joint co-financing by: - The Republic of The Gambia for an amount of EUR 10 500			
6. Aid modality and implementation modalities	Project Modality Direct management - Procurement of services Indirect management with the Republic of The Gambia			
7. a) DAC code(s)	15110 Public sector policy and administrative management			
b) Main Delivery Channel	Recipient Government - 12000			
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"/>

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

	Gender equality (including Women In Development)	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Trade Development	<input checked="" type="checkbox"/>	<input 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.			
10. Sustainable Development Goals (SDGs)	This programme contributes primarily to the progressive achievement of Goal 17 (Partnerships for the goals), but also indirectly promotes progress towards several other SDGs including Goal 1 (no poverty); Goal 2 (zero hunger); Goal 5 (gender equality); Goal 7: (affordable and clean energy); Goal 8 (Decent work and economic growth); Goal 10 (Reduced inequalities); Goal 13 (Climate action); and Goal 16, (peace, justice and strong institutions).			

SUMMARY

The overall objective of this action is to increase the impact and the sustainability of the cooperation activities of the European Union in The Gambia. The specific objectives are: (i) to ensure the effective delivery of EU development cooperation in The Gambia, and (ii) to ensure a more coherent and informed approach to policy dialogue, development cooperation and related issues. The programme will contribute to the successful preparation, implementation, evaluation and visibility of development co-operation between the Republic of The Gambia and the EU and will foster a more coherent and informed approach to policy dialogue and to development cooperation.

This action has two components:

1. The first support measure will directly target and benefit the National Authorising Officer (NAO) and his support services, with a view to assist the Gambian administration in the efficient and effective planning, preparation, implementation and monitoring of the EDF programmes and related actions. The resources under this component will meet the operating costs of the National Authorising Office Support Unit (NAO-SU), fund its activities and also cover capacity building, training on EU development cooperation modalities and procedures,

and other allied areas for enhancing the management and coordination of EU and other donor funded interventions. It will also support conferences and seminars required for the preparation and implementation of EDF programmes and other EU funded actions in The Gambia as well as including joint actions with other development partners and activities to intensify dialogue on areas of common interest, including through support for the participation of Gambian representatives in relevant conferences, training, seminars and meetings.

2. The Technical Cooperation Facility (TCF) component will remain the main tool for the provision of technical assistance, preparatory missions and assessments, studies and audits. This facility will also provide for greater awareness and understanding among key stakeholders of EU activities in The Gambia, in particular the three focal sectors of the 11th EDF National Indicative Programme (NIP) Phase II ("Governance/Rule of law/Security", "Inclusive Sustainable Growth and job creation", and "Renewable energy/Climate Change/Infrastructures"), as well as activities funded through the 11th EDF NIP Phase I (principally "Agriculture for economic growth and food security/nutrition to mitigate migration") and complementary instruments (Regional Indicative Programme (RIP), EU Trust Fund for Migration (EUTF), the Instrument contributing to Stability and Peace (IcSP), Global Climate Change Alliance Plus (GCCA+), Development Cooperation Instrument (DCI-Food), the Non-State Actors and Local Authorities programme (NSA-LA), European Instrument for Democracy and Human Rights (EIDHR), etc.).

1. CONTEXT

1.1 Sector/Country/Regional context/Thematic area

The Gambia is a small, fragile country with a population of two million and Gross Domestic Product (GDP) per capita of USD 469 in 2016. The country's development has been hampered in recent years by flagging governance and institutional capacity shortcomings, a lack of economic diversification, high public debt and financial sector vulnerabilities, limited progress on improving socio-economic indicators, and weak infrastructure and services.

Presidential elections in late 2016 led to the hand-over of power in January 2017, after several weeks of political stalemate and high tension. The new President has been elected on the basis of a programme of human rights, rule of law and good governance. The EU is committed to supporting the democratic transition and to step up cooperation with The Gambia in line with the priorities of the Government and in view of encouraging democracy, the respect of human rights and the rule of law.

Government of The Gambia's human and institutional capacities to formulate policies, design and implement projects and programmes and deliver quality services are limited, as is the case for financial resources. The public service is beset with serious administrative and management constraints, relating to compensation and benefits, institutional capacity factors and governance and management, failing to attract and retain highly qualified and performing staff.

In this context, this project will provide strategic support for the implementation of The Gambia – EU Cooperation.

The NAO configuration comprises a NAO with Deputies based at the Ministry of Finance and Economic Affairs (MoFEA) and a NAO Support Unit (NAO-SU) attached to but located outside the premises of the Ministry.

1.1.1 Public Policy Assessment and EU Policy Framework

The Gambia's overarching policy document is the National Development Plan (NDP) 2018-2021, published in January 2018. It maintains and develops the key objectives of the previous Programme for Accelerated Growth and Employment (PAGE 2012-2016), to which the Government of The Gambia demonstrated a degree of commitment and ownership in implementing the strategy, but was hampered by institutional capacity to coordinate, monitor and follow-up on implementation. The NDP identifies eight strategic priorities, namely: governance, human rights and decentralisation; macroeconomic stabilisation and economic management; modernised agriculture, agribusiness and fisheries; human capital development - health education and social protection; infrastructure and energy; tourism and culture; youth empowerment; and private sector development/trade.

In April 2018, an International Monetary Fund (IMF) Article IV consultation mission report noted the authorities' strong commitment to the staff-monitored programme (SMP) and that performance was broadly satisfactory, including good progress in implementing the structural agenda despite severe capacity constraints, but further improvement is needed.

A Civil Service Reform Programme (CSRP 2018-2027) has been proposed and is currently awaiting parliamentary approval. The programme notes "considerable further efforts are required before the country has a civil service that has the capacity and performance to support attainment and sustenance of the national socio-economic transformation goals". It continues "if the Gambian civil service cannot attract and retain a critical mass of highly skilled and experienced senior administration executives (managers), technical and professional personnel, it is unlikely that the national development visions can be achieved and sustained".

The European Union's total allocation for The Gambia under the 11th EDF for the period 2014-2020 was initially set at EUR 150 000 000. In view of the political situation in the country, and in order to align with the Government's development planning cycle, it was decided to start allocations of the 11th EDF with an initial envelope of EUR 33 000 000 for the period 2015-2019 to support the development priorities of The Gambia as defined in the PAGE. The main sectors of the first phase of the EU-The Gambia NIP are 1) Agriculture for economic growth and food security/nutrition to mitigate migration programme and 2) Exit strategy to the transport sector. In view of the deteriorating political situation in the country, funds were only released following the inauguration of the new President in January 2017. In addition, as a reaction to external shocks (drought and fallout from the Ebola epidemic), the Directorate-General for European Civil Protection and Humanitarian Aid Operations (DG ECHO) funded a programme in 2015 to tackle the worsening food security and nutrition situation. As a follow-up to this intervention, an additional allocation of EUR 11 500 000 under Article-73 of Cotonou Agreement (11th EDF B-envelope) was granted in 2016 for The Gambia for a post-emergency project in these areas.

The 11th EDF NIP Phase II (2017-2020) was approved by the EDF Committee of September 2017 and amounted to EUR 117 000 000. In May 2018 in the context of the International Conference of The Gambia a EUR 100 000 000 top-up to the 2nd phase of the NIP was adopted, raising this Phase II of the NIP to a total of EUR 217 000 000. The strategic objectives of the programme are twofold: 1) Stabilising the economic, social and security situation of the country and supporting the democratic transition; and 2) Creating employment for youth and for the most vulnerable groups of the population by boosting investment and improving skills and potentials. In order to achieve its strategic objectives, EU priorities are based on three sectors, aligned with the new European Consensus²: Sector 1: Governance/ Rule of law/Security (EUR 135 000 000), Sector 2: Inclusive Sustainable Growth and job

² OJ C 210 of 30.6.2017.

creation (EUR 23 000 000), and Sector 3: Renewable energy/Climate Change/Infrastructures (EUR 57 000 000). The remaining EUR 2 000 000 is for this TCF project.

In addition to the EUR 250 000 000 EDF funds available, there are complementary funds from other EU instruments, namely the EUTF, the 11th EDF RIP, the Instrument for Stability and Peace (IcSP), and from specific budget lines (such as GCCA+, DCI-Food, Investing in people (DCI-HUM), NSA/LA, and EIDHR). Ongoing programmes outside the 11th EDF Phase II amount to around EUR 50 000 000 making the total development cooperation presently worth around EUR 300 000 000. Furthermore, a donor conference for The Gambia took place in Brussels in May 2018 and EUR 1 450 000 000 funding was pledged by the international community.

EU project implementation modalities vary across a range of differing options. The largest share of aid to The Gambia is presently being delivered through a series of three State Building Contracts (EUR 70 000 000). The EU delegation has signed a number of contracts with United Nations Agencies (Food and Agriculture Organisation (FAO), World Food Programme (WFP), United Nations Children's Fund (UNICEF), United Nations Office for Project Services (UNOPS) and United Nations Capital Development Fund (UNCDF) and non-governmental organisations (NGOs)). The 11th EDF Phase II Sector 3 (Renewable energy) is to be implemented through a blending mechanism involving the African Investment Platform (AIP), the European Investment Bank (EIB), other donors and possibly the European External Investment Plan (EIP). Two projects (11th EDF Phase II Sector 2 Social Protection and the budget line Global Climate Change Alliance) are being managed indirectly under classic format (Technical Assistance plus Programme Estimates and grants) by Gambian authorities (NAO).

The principles and objectives of The Gambia – EU 11th EDF NIP are aligned and consistent with the NDP. They are also in line with EU development policy as well as the Paris Declaration, the Accra Agenda for Action and the Busan Partnership Agreement. The partnership between the Government of The Gambia and the EU is within the framework of the Cotonou Partnership Agreement which guided the design and implementation of the NIP for the 11th European Development Fund. It remains consistent with the aims of the Addis Ababa Action Agenda (AAAA), the Sustainable Development Goals (SDGs), and the European Consensus on Development (ECD).

Within the NIP agreement, both the Government of The Gambia and the EU took decisive action to strengthen the capacity of the Ministry of Finance and Economic Affairs to coordinate EU funded projects and programmes effectively. Therefore, the main thrust of this action offers support to the NAO in assuming ownership of the identification, formulation, monitoring of implementation, and evaluation and auditing of interventions funded under the European Development Fund.

1.1.2 Stakeholder analysis

The main stakeholder of the action is the NAO being the focal actor as regards development cooperation with the European Commission. The NAO, who is the Minister of Finance and Economic Affairs, plays a key role in relation to the formulation and implementation of the EDF National Indicative Programme. Other stakeholders are ministries involved in the sectors identified in the NIP as well as those concerned with trade and economic related issues, implementing agencies and non-state actors comprising the civil society and the private sector. These will be involved in identification, formulation, monitoring of implementation, and evaluation and auditing of interventions funded under the EDF and complementary funding modalities and might benefit from capacity building, training, technical assistance, or participation in conferences and seminars. The target group/beneficiaries are the communities benefiting from EU funded projects, programme implementation units and government ministries and departments as well as other non-state actors that collaborate with government in various development activities.

1.1.3 Priority areas for support/problem analysis

Continued support to the NAO-SU office and expertise provided by the TCF is commensurate with an expected increased role in the implementation of the 11th EDF and activities funded by complementary instruments. Post 2020, the EDF will be merged with other instruments into a "neighbourhood, development and international cooperation instrument" (NIC) as part of the 2021-2027 Multi-annual Financial Framework (MFF)³. This will introduce further changes to the administration of EU development aid and appropriate training/sensitisation will be required. Prioritisation will take into account:

- An expansion of NAO's responsibilities linked to the multiplication and evolution of funding instruments and modalities, and coordination of activities with EU Member States;
- The strengthened role of the NAO in Policy Dialogue, Programming and Partnership Building;
- The need to continue addressing NAO-SU's shortcomings in terms of capacity as identified in the final evaluation of the 10th EDF TCF project;
- Coordination of reporting institutions regarding performance of the Government of The Gambia in meeting requirements of the State Building Contract (budget support);
- Increased role to be played by the NAO in the implementation of the 11th EDF Regional Indicative Programme and Regional Trust Funds;
- Coordination of project units (e.g. GCCA+, Social Protection...).

1.2 Other areas of assessment

N.A.

³ European Commission COM(2018)321 final (plus annexes).

2. RISKS AND ASSUMPTIONS

Risks	Risk level (H/M/L)⁴	Mitigating measures
Limited capacity of the NAO-SU office to implement European Commission procedures (procurement, management of new types of contract: PAGODAs, blending, Trust Fund, etc.).	M	Training sessions and assistance to reach as many qualified staff as possible, including MoFEA, line ministries and implementing entities.
Lack of co-operation between delegated bodies and the NAO.	M	Define clear roles for the NAO and beneficiary agencies in the relevant Financing and Contribution Agreements.
Low level of implementation due to bureaucracy in partner institutions.		
Inefficiency in operations/activities of NAO regarding monitoring and reporting for EU funded programmes.	L	Results-based management approach would be developed to increase efficiency. Clear Terms of Reference for staff undertaking monitoring and missions for EU funded programmes.
Non-availability of adequate quality technical assistance (TA) professionals to be contracted.	L	Use of framework and/or direct contracts to ensure ex-ante quality control. The EU Delegation will ensure involvement and leading role in procurement activities.
Low absorption of TCF funds as under the 10 th EDF and 11 th EDF TCF I.	M	Raise awareness of 11 th EDF key implementing stakeholders for the availability of TCF funds. Identifying and applying clear selection criteria for technical assistance (TA) proposals.
Assumptions		
Political, economic and social stability is maintained.		
The Government of The Gambia remains committed to the implementation of programmes contained in the National Indicative Programme .		
Willingness by the government, line ministries, non-state actors and implementing agencies to participate in activities funded by the EU.		
The NAO-SU is able to attract and retain suitably qualified, dedicated and motivated staff; and acquire the appropriate information, materials and equipment.		

3. LESSONS LEARNT, COMPLEMENTARITY AND CROSS-CUTTING ISSUES

3.1 Lessons learnt

NAO-SU has benefited from a series of TA support missions and evaluations in recent years. An institutional capacity assessment in 2013 identified a range of shortcomings and proposed

⁴ Risk level: H=high, M=medium, L=low.

remedial measures. Key problem areas included: a) Weak sense of partnership between EU delegations and NAO-SU; b) weak NAO Ownership of The Gambia-EU Cooperation programme, c) insufficient proactivity by NAO-SU Programme Officers, d) a low level of operational skills, e) weak operating systems, and f) reduced staff motivation. In consequence, and in part due to the reduction to EU activity in The Gambia prior to the 2017 transfer of power, NAO-SU was tailored in size and staff composition to match the then current and expected workload (senior staff reduced from 9 to 4). The EU delegation was actively involved in all the stages of the implementation of the change management plan.

The final evaluation of the 10th EDF TCF, presented in July 2017, noted that many of the difficulties raised in the Institutional Capacity Assessment (ICA) and interim Results-Oriented Monitoring (ROM) reports had been addressed, in full or in part, and made a series of recommendations with regard to the re-orientation of NAO-SU and the successful implementation of EU funded programmes and projects. The key conclusion was that NAO-SU had the potential to become a meaningful player in EU-The Gambia relations, but was constrained by systemic, managerial and knowledge weaknesses, together with a lack of clarity of the role and autonomy of the unit. Some of the recommendations have been implemented; for example, the institutional positioning of the NAO and the NAO-SU was strengthened in December 2017 when the Minister of Finance and Economic Affairs was appointed as the National Authorising Officer with the Permanent Secretary becoming the Deputy NAO.

One consequence of the streamlining of NAO-SU was the loss of certain skills within the unit. All Contracts and Finance officers left the unit, together with all but one of the programme officers. With the resumption of full EU support to the country and the multiplication of various interventions, NAO-SU requires additional resources to fully implement its mandate. These will be partly provided within the 11th EDF Phase I TCF (additional senior staff – for Contracts and Finance and energy/infrastructure programmes).

3.2 Complementarity, synergy and donor coordination

This project is complementary to all EDF funded projects in The Gambia. It complements Government's projects and policies since it provides an instrument that supports the NAO and line ministries in launching the relevant feasibility studies and analysis or to undertake training courses deemed necessary in areas which are not covered by other donors' activities.

It is expected that, in addition to specific EU activities, these Support Measures will contribute to policy dialogue, donor harmonisation, joined/coordinated donor activities, such as analytical studies. The TCF and NAO support under this programme will also contribute to increase coherence of EU programmes. As such, the framework for consultation and regular exchanges between key stakeholders (government, donors and NSA) will be strengthened for the most effective management and use of the EU aid. TCF can also be mobilised to support analytical activities underpinning EU Programming, such as for instance a Joint EU Assessment of The Gambia NDP.

3.3 Cross-cutting issues

The office of the National Authorising Officer in its role of coordinating EU aid in The Gambia intervenes in all cross-cutting areas included in the NIP, RIP and other funding mechanisms. The TCF component of this action provides the means to undertake activities aimed at mainstreaming cross-cutting issues such as gender, environment, human rights and the participation of disadvantaged groups such as women and children in EU funded programmes.

4. DESCRIPTION OF THE ACTION

This programme is relevant for the United Nations 2030 Agenda for Sustainable Development. It contributes primarily to the progressive achievement of SDG 17 on Partnerships for the goals but also indirectly promotes progress towards several SDGs, including Goal 1 (no poverty); Goal 2 (zero hunger); Goal 5 (gender equality); Goal 7: (affordable and clean energy); Goal 8 (Decent work and economic growth); Goal 10 (Reduced inequalities); Goal 13 (Climate action); and Goal 16, (peace, justice and strong institutions). This does not imply a commitment by the country benefitting from this programme.

4.1 Objectives/results

The **overall objective** of this action is to increase the impact and the sustainability of the cooperation activities of the European Union in The Gambia.

The **specific objectives (SO)** of the intervention are:

SO1: To ensure the effective delivery of EU development cooperation in The Gambia.

SO2: To ensure a more coherent and informed approach to policy dialogue, development cooperation and related issues.

To achieve these objectives, this action is split into two components:

Component 1 - Support to National Authorising Officer

R 1.1: Effectiveness, efficiency and capacities of the NAO-SU and implementing agencies in the implementation, monitoring and evaluation of national and regional EDF and other EU resources are enhanced.

R 1.2: Partnership and policy dialogue among Government, EU, NSAs and development partners in endeavours relevant to development cooperation are strengthened.

R 1.3: Knowledge and participation of The Gambia in EU and global dialogue in areas of mutual interest are developed and continued.

Component 2 - Technical Cooperation Facility

R 2.1: EU funded programmes and projects are properly identified, formulated, implemented, monitored and evaluated with participation of Government, NSAs and development partners.

R 2.2: Transparency and publicity of the use of EU resources is ensured through visibility and communication of EU actions.

4.2 Main activities

Component 1 - Support to National Authorising Officer

Improved technical capacity of the Office of the NAO and relevant Ministries, Departments and Agencies (MDAs).

The support would be used to contribute to:

- the provision of short/medium term technical expertise to support stakeholders with specific tasks related to project identification and formulation, implementation and evaluation of projects and programmes supported by the EU within the identified sectors of the NIP;
- the capacity building in NAO and line ministries for monitoring and reporting on EU budget support programmes, Trust Fund interventions, blending instrument activities, projects run under Direct Management (PAGODA, etc.), as well as initiatives financed by other EU funding instruments;
- the provision of training on EU rules and procedures, project management skills for aid effectiveness, monitoring and evaluation, policy dialogue and negotiation skills;

- facilitating trainings in development planning, development of policy formulation and analysis, coordinating donor development assistance, and other allied areas for enhancing the management and coordination of EU and other donor funded interventions;
- activities and field visits aiming at ensuring satisfactory monitoring and evaluation by NAO and MDAs of EU programmes and projects;
- the organisation of activities and events to promote dialogue between Government of The Gambia, EU and other development partners and actors on issues of mutual interest;
- the NAO-SU participation in conferences, seminars, workshops and meetings relevant to The Gambia-EU Cooperation and with the aim of developing a continued EU-Gambia dialogue in different areas of mutual interest;
- the NAO-SU work in support of visibility activities (e.g. website, social media, promotional events, press releases, publications, brochures, success stories, production and dissemination of audio-visual materials, visibility and promotional items, printing of reports, etc.).

Training Support for Projects and Programmes (TSPP) and Conferences and Seminars (CS)

Support will be provided to Capacity Development of organisations or individuals from the Gambian administration, EU Delegation and NSAs on topics of interest related to the EU-Gambia partnership.

- Support the participation of Gambian officials, NSAs and other stakeholders in Capacity Development programmes, training and conferences organised for The Gambia and ACP countries on EU-ACP development cooperation, effective partner coordination, effective management and implementation, policy and issues of mutual interest, including platforms for exchange with all stakeholders (Government, donor community, civil society and the private sector);
- Capacity development and expert advice, workshops, seminars, etc. on the main issues regarding global development priorities, cross-cutting Development objectives and human rights initiatives.

Strengthened operational capacity of the NAO Support Unit.

This support would be used to contribute to:

- the NAO-SU office staff salaries;
- the general administrative expenditure necessary for the running of the NAO-SU office (the Government will contribute towards the rental of office space);
- procurement;
- other activities as approved in the Programme Estimate.

Component 2 - Technical Cooperation Facility

Technical Assistance Facility (TAF)

- Mobilisation of Technical Assistance to support the Government in undertaking studies to assist in formulation of sector specific government policies, to ensure that aid programmes achieve the desired impact;
- Technical assistance deemed relevant in supporting the implementation of The Gambia's new national development plan, EU's current and future national and regional programmes as well the wider political dialogue, human rights, governance and aid effectiveness commitments;

- Preparation, implementation and monitoring of activities in other sectors relevant to EU development cooperation in The Gambia and the Economic Community of West African States (ECOWAS), which may not be directly related to the 11th EDF National Indicative Programme;
- Audits and evaluations of programmes/projects whenever they cannot be financed out of the project itself or where it is convenient or efficient to combine a number of audits/evaluations of related interventions.

Visibility activities

- Communication activities aiming at increasing the visibility, dialogue and awareness of EU political and technical cooperation in The Gambia and support to regional integration, governance and human rights issues. It will also finance activities and events to promote dialogue between the Government of The Gambia, the EU and other development partners and actors (including NSAs and Independent Government Institutions) on issues relevant to the EU in The Gambia and beyond.

4.3 Intervention logic

The support measure will contribute to the overall purpose of efficient and effective use of EU development funds and thereby increase the impact and the sustainability of cooperation activities of the EU in The Gambia, notably the focal sectors identified in the 11th EDF NIP, as well as to interventions supported by complementary funds from other EU instruments.

On the one side, the intervention will contribute to the effective delivery of EU development cooperation in The Gambia and to a more coherent policy dialogue, visibility and implementation of development cooperation. According to the NIP, the Technical Cooperation Facility is expected to support the successful implementation of Government of The Gambia's development strategy through the support of sound development programmes financed from EDF funds and other EU funded initiatives in The Gambia including joint actions with other donors. It should also support the fostering of a more coherent and informed approach to development issues. Moreover, the NIP indicates, as under earlier EDF cycles, that support will be provided to the NAO and its services to be able to assume increased ownership of the identification, formulation, monitoring of implementation, evaluation and auditing of interventions funded under the EDF and other EU funding instruments.

The project components will complement each other and synergies are expected. The programme will support the NAO discharge the roles outlined in Cotonou Agreement for the effective implementation of the activities of the sectors identified in the NIPs and increase its capacity to assume full ownership of the Project Cycle Management of EU interventions in the country. They cover activities, investment and general operating costs to strength the institutional capacities of the NAO-SU to ensure that the NAO can fully and effectively discharge its role and function in the coordination and management of EU resources.

On the other hand, technical cooperation will be provided to improve the identification, formulation, monitoring of implementation, evaluation and auditing of interventions funded under the EDF and other EU instruments, therefore supporting the successful implementation of the Government of The Gambia's development strategy. It will also strengthen the partnership and policy dialogue among Government, EU and Non-State Actors in developmental endeavours.

In addition, the production and dissemination of information material for communication, awareness, and visibility of EU interventions within the identified sectors of the NIP and other topical issues of common interest will enhance the awareness, visibility and ownership of EU-sponsored programmes and projects in The Gambia.

5. IMPLEMENTATION

5.1 Financing agreement

In order to implement this action, it is foreseen to conclude a financing agreement with the partner country.

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 Implementation of the budget support component

N.A.

5.4 Implementation modalities

Both in indirect and direct management, the Commission will ensure that the EU appropriate rules and procedures for providing financing to third parties are respected, including review procedures, where appropriate, and compliance of the action with EU restrictive measures affecting the respective countries of operation.

5.4.1 Procurement (direct management)

Subject in generic terms, if possible	Type (works, supplies, services)	Indicative number of contracts	Indicative trimester of launch of the procedure
Short/medium term TA (Technical Assistance Facility - TAF and Visibility and Communication)	Services	6	Throughout the first 32 months

5.4.2 Indirect management with the partner country

A part of this action, with the objective of assisting the NAO-SU in the implementation of the 11th EDF NIP and strengthening capacities, may be implemented in indirect management with the Government of The Gambia according to the following modalities.

The partner country will act as the contracting authority for the procurement and grant procedures. The Commission will control ex ante all the procurement procedures except in cases where programme estimates are applied, under which the Commission applies ex ante control for procurement contracts above EUR 100 000 (or lower, based on risk assessment) and may apply ex post control for procurement contracts up to that threshold. The Commission will control ex ante the grant procedures for all grant contracts.

Payments are executed by the Commission except in cases where programmes estimates are applied, under which payments are executed by the partner country for ordinary operating costs, direct labour and contracts below EUR 300 000 for procurement and up to EUR 300 000 for grants.

The financial contribution does not cover the ordinary operating costs incurred under the programme estimates.

The partner country shall apply the Commission's rules on procurement and grants. These rules will be laid down in the financing agreement concluded with the partner country.

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, subject to the following provisions.

In accordance with Article 22(1)(a) of Annex IV to the ACP-EU Partnership Agreement, the Commission decides that natural and legal persons from the following countries having traditional economic, trade or geographical links with neighbouring partner countries shall be eligible for participating in procurement and grant award procedures: all EU and ACP countries, and South Africa. The supplies originating there shall also be eligible.

The Commission's authorising officer responsible may extend the geographical eligibility in accordance with 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

Activities	EU contribution (in EUR)	Indicative third-party contribution (in EUR equiv.) ⁵
5.4.1 Procurement (direct management), out of which (indicative amounts):	590 000	-
<i>Technical Assistance Facility (TAF)</i>	<i>500 000</i>	-
<i>Visibility and communication</i>	<i>90 000</i>	-
5.4.2 Indirect management with the partner country - Programme estimate, out of which (indicative amounts):	1 300 000	10 500
<i>Operating costs (including staff costs and procurement)</i>	<i>720 000</i>	<i>10 500</i>
<i>Activities (including TA, calls for proposals, capacity building, seminars, workshops, conferences, visibility etc.)</i>	<i>580 000</i>	-
5.9 – Evaluation, 5.10 - Audit	50 000	-
Contingencies	60 000	-
TOTAL	2 000 000	10 500

5.7 Organisational set-up and responsibilities

The NAO configuration comprises an NAO with Deputies based at the Ministry of Finance and Economic Affairs and a NAO Support Unit (NAO-SU) located outside the premises of the Ministry where the project will be housed.

The Technical Cooperation Facility will enhance the capacities of NAO-SU, MDAs and implementing agencies in the implementation, monitoring and evaluation of national and regional EDF and other EU resources.

This facility will support the engagement of ad-hoc technical expertise to assist policy/advisory, preparatory and implementation technical cooperation. Such assistance will support effective implementation of The Gambia's national development strategy, EU's current and future NIPs/RIPs and other EU initiatives in favour of the country's development strategy, in keeping with the objectives of the ACP-EU Partnership Agreement; as well the wider evidence-based policy development, political dialogue, human rights, governance and aid effectiveness commitments. This component will also strengthen the EU, the Government of The Gambia and implementing partners' results-oriented monitoring, financial management and control systems.

A steering committee shall be established to oversee and validate the overall direction of the project; it will comprise the NAO or his representative, the EU Head of Delegation or his representative(s), the director of NAO-SU and the project imprest administrators, and other members representing key stakeholders seen as relevant. The steering committee shall meet at least once per year and will be responsible for approval of the programme estimates, work

⁵ In addition to the EUR 10 500 contribution towards operating costs of the NAO-SU (office rental), the Ministry of Finance and Economic Affairs has undertaken to provide and fund additional technical expertise as may be required for monitoring and reporting activities associated with the State Building Contract (SBC) and other non-EDF programmes/projects.

plans, reports and evaluations. NAO-SU will assume the secretariat of the Steering Committee.

Besides, the NAO, his services and the EU Delegation will meet regularly to ascertain what services and actions need to be contracted and how best to do this to achieve the objectives of these support measures. Because of the mutual dependency of the components, these meetings have a strong coordinating role.

5.8 Performance monitoring and reporting

The day-to-day technical and financial monitoring of implementation of this action will be a continuous process and is part of the implementing partner's responsibilities. To this aim the implementing partner shall establish a permanent internal, technical and financial monitoring system for the action and elaborate regular progress reports (not less than annual) 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 logframe 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).

5.9 Evaluation

Having regard to the nature of the action, a final evaluation will be carried out for this action or its components via independent consultants contracted by the Commission.

The final evaluation is foreseen for accountability and learning purposes at various levels (including for policy revision), taking into account in particular the impact achieved and in case of a positive assessment of impact, uptake of the successful strategies, approaches and modes of implementation in subsequent EU actions/programmes, by other development partners, Government of The Gambia and non-government actors.

The Commission shall inform the implementing partners at least 30 days 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 contract for evaluation services shall be concluded by 2022.

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, three contracts for audit services shall be concluded by 2022.

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 5.6 above.

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.

Indicatively, one procurement is foreseen to be concluded under a service contract during implementation of the action in the second half of 2019.

6. PRE-CONDITIONS

N.A.

APPENDIX - INDICATIVE LOGFRAME MATRIX (FOR PROJECT MODALITY)⁶

The activities, the expected outputs and all the indicators, targets and baselines included in the logframe matrix are indicative and may be updated during the implementation of the action, no amendment being required to the financing decision. When it is not possible to determine the outputs of an action at formulation stage, intermediary outcomes should be presented and the outputs defined during inception of the overall programme and its components. The indicative logframe matrix will evolve during the lifetime of the action: new lines will be added for including the activities as well as new columns for intermediary targets (milestones) for the output and outcome indicators whenever it is relevant for monitoring and reporting purposes. Note also that indicators should be disaggregated by sex whenever relevant.

	Results chain	Indicators	Baselines (incl. reference year)	Targets (incl. reference year)	Sources and means of verification	Assumptions
Overall objective: Impact	To increase the impact and the sustainability of the cooperation activities of the European Union in The Gambia	1. % of the 11th EDF NIP monitoring framework targets attained 2. Status of EU Visibility Action Plan.	To be established To be established	100% (2020) Visibility Action Plan in place and implemented in 2019	NIP mid-term review Visibility review	

⁶ Indicators aligned with the relevant programming document mark with '*' and indicators aligned to the EU Results Framework with '**'.

Specific objective(s): Outcome(s)	SO1: To ensure the effective delivery of EU development cooperation in The Gambia	<p>1.i. - % of the 11th EDF NIP allocation still to be</p> <p>a) committed b) contracted c) paid</p> <p>1.ii - % of ineligible amounts detected during expenditure verifications</p> <p>1.iii - % of projects having obtained a red light concerning implementation progress</p>		<p>100% (2020) 80% (2020) 80% of contracted amount paid (2022) <2% <10%</p>	<p>CRIS</p> <p>Audit reports</p> <p>ROM/mid-term and final evaluation Reports</p>	<p>Continued commitment on the part of government to implement EU funded actions.</p> <p>Effective coordination between EUD, GoTG and implementing agencies</p>
	SO2: To ensure a more coherent and informed approach to policy dialogue, development cooperation and related issues	<p>2.i Alignment of the NDP implementation plan to the priorities of international framework for sustainable development and poverty eradication.</p> <p>2.ii - % of indicators of the NDP aligned with the SDG indicators.</p>		<p>All EU funded projects managed by Govt. are aligned to SDG and NDP.</p> <p>>80%</p>	<p>National Development Plan</p>	

Outputs	Result 1.1: Effectiveness, efficiency and capacities of the NAO-SU and line ministries in implementing, monitoring and evaluation of national and regional EU resources are enhanced.	<p>R.1.1.i - Status of project reviews, audits and evaluations and M&E reports facilitated by NAO-SU</p> <p>R.1.1.ii - % of decentralised tenders and calls for proposals that are concluded successfully and on time.</p>		<p>Positive audits and evaluation and M&E reports on 80% of EU projects implemented by Govt.</p> <p>>80% completed within schedule.</p>	<p>Project reports</p> <p>CRIS</p>	<p>Contracted staff remain in position.</p> <p>Human resources with the right technical expertise are assigned to the NAO-SU and line ministries.</p>
	Result 1.2: Partnership and policy dialogue among Government, EU, NSAs and development partners in endeavours relevant to development cooperation are strengthened.	<p>R.1.2.i - Participation rate of NAO staff to Steering Committees, technical working groups, Cooperating Partner meetings, other, ...</p> <p>R.1.2.ii - Number of dialogue sessions held between Government and EUDEL per year (including with the participation of NSAs and DPs)</p>	Rate in 2017	<p>>80% participation rate by 2020.</p> <p>> 10 dialogue sessions</p>	Minutes of meetings	

<p>Result 1.3: Knowledge and participation of The Gambia in EU and global dialogue in areas of mutual interest are developed and continued.</p>	<p>R.1.3.i - Records of high-level missions reflect capacity development focus.</p> <p>R.1.3.ii - % of participants who have indicated in the Evaluation questionnaire being satisfied with the content of the conference/ seminar/meeting attended.</p>		<p>All records show at least some capacity development focus</p> <p>85%</p>	<p>Mission reports and minnutes of meetings</p> <p>Questionnaires</p>	<p>Key stakeholders willing and able to attend conferences and seminars.</p>
<p>Result 2.1: EU funded programmes and projects are properly identified, formulated, implemented, monitored and evaluated with participation of Government, NSAs and development partners.</p>	<p>R.2.1.i - Number of 11th EDF Action Documents (ADs) formulated and approved</p> <p>R.2.1.ii - % of EU funded projects/programmes evaluated</p>		<p>All ADs for the entire 11th EDF NIP are formulated and approved by end 2020.</p> <p>100% by 2022</p>	<p>CRIS</p> <p>Evaluation reports</p>	<p>Government remains committed to transparent and accountable management of EU financial support.</p>

	<p>Result 2.2: Transparency and publicity of the use of EU resources is ensured through visibility and communication of EU actions.</p>	<p>R.2.2.i. Average monthly number of articles in national and regional media on EU-Gambia cooperation</p> <p>R.2.2.ii - Average monthly number of visibility events, including project-related ceremonies.</p> <p>R.2.2.iii - Number of followers in Social media.</p>	<p>2017 baseline</p> <p>2017 baseline</p> <p>2017 baseline</p>	<p>Increased by 2020 > 10 articles per month in national and regional media</p> <p>Increased by 2020 > 1 per month</p> <p>300-500 Facebook followers by 2022</p>	<p>Press monitoring conducted at the EUDEL & NAO-SU</p> <p>Events monitoring conducted at the EUDEL & NAO-SU</p> <p>Social media</p>	<p>Feasible communication and visibility plans are present</p> <p>Availability of partners to participate in EU events</p> <p>Media interest in development and particularly the EU portfolio is maintained</p>
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