

THE GAMBIA NATIONAL TRANSPORT POLICY (2018-2027)



DECEMBER, 2017

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LIST OF ABBREVIATIONS

AFCAC	African Civil Aviation Commission
AFTN	Aeronautical Fixed Telecommunication Network Voice Link
AOC	Air Operator Certificate
ASECNA	Agency for Aerial Navigation Safety in Africa and Madagascar (<i>L'Agence pour la Sécurité de la Navigation aérienne en Afrique et à Madagascar</i>)
AU	African Union
BAGAIA	Banjul Accord Accident Investigation Agency
BAGASO	Banjul Accord Group Aviation Safety Oversight Organization
BASA	Bi lateral Air Services Agreement
BCC	Banjul City Council
BIA	Banjul International Airport
CBD	Central Business District
DVOR	Doppler Very High Frequency Omni-directional Radio Range
DWT	Dead Weight
ECOWAS	Economic Community of West African States
EIA	Environmental Impact Assessment
EIF	Enhance Integrated Facility
EU	European Union
FAA	Federal Aviation Administration
FIR	Flight Information Region
GAMWORKS	Gambia Agency for the Management of Public Works
GBA	Greater Banjul Area
GBOS	Gambia Bureau of Statistics
GCAA	Gambia Civil Aviation Authority
GFSC	Gambia Ferry Services Company
GIA	Gambia International Airlines
GMA	Gambia Maritime Administration
GPA	Gambia Ports Authority
GPTC	Gambia Public Transport Corporation
GTSC	Gambia Transport Services Company
IATA	International Air Transport Association
ICAO	International Civil Aviation Organization
ISPF	International Ship and Port Facility Code ("ISPS Code")
IMO	International Maritime Organisation
IOSA	IATA's Operational Safety Audit
ISRT	Inter State Road Transit
KMC	Kanifing Municipal Council
MASA	Multi-lateral Air Services Agreement
MOFEA	Ministry of Finance and Economic Affairs
MOTIE	Ministry of Trade, Industry, Regional Integration and Employment

MOTWI	Ministry of Transport, Works and Infrastructure
NDP	National Development Plan
NMT	Non-Motorized Transport
NRA	National Roads Authority
NTA	National Transport Agency
NTCA	National Transport Control Association
NTP	National Transport Policy
PAGE	Program for Accelerated Growth and Employment
PURA	PUBLIC Utilities Regulatory Authority
RTA	Road Traffic Accident
SARP	Standards and Recommended Practices of ICAO
SSATP	Sub-Saharan Africa Transport Policy Program
TEUS'	Twenty Foot Equivalent Units
USAP	Universal Security Audit Programme
USOAP	Universal Safety Oversight Audit Programme
VHF	Very High Frequency Transceivers
VSAT	Video Satellite
WTO	World Trade Organization
YD	Yamoussoukro Declaration

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CHAPTER 1: INTRODUCTION AND BACKGROUND

1.1 Transport Sector

This National Transport Policy 2018-2027 is an update of the 1998-2006 Transport Policy. Although it was not formally adopted, it essentially provided the road map for the management and maintenance of the national transport infrastructure, and like its predecessor, this updated version outlines the direction of Gambia's transport system for the next ten years.

The country's transport system consists of three modes: (i) road transport which is made up of a primary network, inter-urban trunk roads; gravel surfaced secondary roads; urban roads mainly within the Greater Banjul Area (GBA); and gravel/earth surface (rural feeder roads); (ii) air transport system provided by the Banjul International Airport (BIA) at Yundum, and (iii) the maritime and river transport consisting of the Port of Banjul and the river transport system.

There are however, critical challenges that confront the sector; rapid urbanization is creating a transport crisis in the GBA. Currently, there is a blur with respect to institutional responsibilities for the hierarchy of urban roads network and regulation of urban transport services on the arterial, collector and local roads. Eighty percent of the total road network is poor; many roads are in a bad state of disrepair, mainly due to a lack of funds for regular maintenance. This results in poor connectivity within the country and across the border, high vehicle operating costs, high costs and time of transport of goods, and poor road safety performance, among others.

The current capacity at the Banjul International Airport (BIA) is only optimally utilized during the tourist season of November to April each year- indicating the potential for new business during the rest of the year. A major problem of the maritime sector is the depth of the access channel which needs to be dredged to allow movement of vessels more than 15,000 Dead Weight Tonnes (DWT). The 2008 Ports Master Plan provides for concessioning of the container terminals to increase efficiency and restore the ports competitive edge.

Meanwhile, the National Development Plan (NDP) (2018-2021) acknowledges the important role of transport in the social and economic development of The Gambia, but that it is also not an end in itself, but is a means to an end. The effectiveness of the role played by transport within the national economy is to a large extent dictated by the soundness of the transport policy, the strategy utilized, and the commitment of all parties involved in implementing the policy.

The role of transport is therefore critical for the efficient functioning of the national economy as it provides vital and essential links between areas of production and markets, and also enhances access to social and economic facilities. This is better illustrated by the fact that the country's spatial geography of being divided into two by the River Gambia continues to be an important factor in any transport development program. This geography imposes not only the imperative to connect the country's north and south banks for national integration, but also to use its transport system for the integration of Senegal, which is also divided into two parts by the River Gambia.

Public - Private – Partnerships (PPPs) in this discourse is worthy of mention. For the private sector to thrive as required it is critical that the transport infrastructure is competitive, and provides an opportunity for participation through PPPs. In essence, growth in other sectors will require corresponding quality and quantity on the transport sector; Government will therefore prioritize suitability, cost effectiveness, environmental sustainability, and appropriate institutional mechanisms for effective inter-modal coordination and communication between the user, operator, regulator and the Government.

For the transport sector to play its expected role in the development of the country, it is important that certain critical factors are recognized and addressed sufficiently by Government; these include policy issues on institutional reform, and mechanisms for coordinated planning and sector regulation. This essentially implies application of commercial principles in the management of the sector, which have not been implemented as proposed in the 1998-2006 National Transport Policy (NTP). This has negatively affected intermodal coordinated planning, the regulatory environment, and ultimately the efficient functioning of the market. Indeed Government recognizes that certain critical investments for the development of the sector are dependent upon the reorganization and shifting from current methods of operation, which it is committed to carrying out during this planned period.

1.2 Country Profile - Physical and Geographic Features

The Gambia is the smallest country in Africa with a land area of 11,300 km² and is bounded by Senegal to the north, south and east, and by the Atlantic Ocean to the west. Its land area stretches 477km along the Gambia River which divides the country into two distinct parts - the North and South Banks. About 1,300 km² (11.5 per cent) of The Gambia's area is covered by water. The separation of the country into two parts creates the obvious need for an efficient transport system to connect its two banks both for national integration, as well as the need to use its transport system for the integration of Senegal by facilitating transit traffic from its south to the north.

Fig.1: Map of The Gambia



1.3 Overview of the National Economy

The Gambia is classified as a least developed country (LDC)¹, with a Gross National Income (GNI) per capita of US\$ 460 in 2014². With an open economy and limited natural resources, it is ranked 175 out of 188 in the United Nations Development Program's (UNDP) Human Development Report (HDR), 2015.

It is a small economy that relies primarily on agriculture, remittances and services such as tourism. The economy has shifted over the years from agriculture driven to a service driven economy. Agriculture (including fisheries) accounts for about 21.4 per cent of the GDP³, and provides more than 60 per cent of the labor force. Cash crop production is mainly groundnut and vegetables, with groundnuts accounting for most of the country's domestic exports. The industries account for 15.6 per cent of GDP and services is the main contributor to GDP with 63 per cent (2016 est.)⁴.

Real GDP growth stagnated at 0.9 per cent in 2014, and while government estimates projected a rebound in 2015 to 4.7 per cent, fiscal deficit increased from -4.5 per cent of GDP in 2011 to -8.3 per cent of GDP in 2014. The widening fiscal deficit is largely financed by the Central Bank through domestic debt. Subsequently, the public debt stock rose from just below 70 per cent of GDP at the end of 2010 to over 100 per cent of GDP by end of 2014, of which close to 52 per cent was domestic debt. This further weakens the macro-economic situation of the country⁵.

1.4 Population and Poverty - Impact on the Transport System

The population of The Gambia as at April 15⁶, 2013 was 1,857,181 persons (Table 1.1) comprising 943,426 females and 913,755 males. This shows that females constitute 50.8 per cent of the population. Of the total population, 1,073,827 live in urban areas while 783,354 persons live in the rural areas. Thus, in 2013, about 57.8 per cent of the population lived in urban areas compared to 50.4 per cent in 2003. The population grew at an annual rate of 3.1 per cent for the period 2003-2013, an increase of 36.5 per cent when compared to 2.7 percent for the period 1993–2003.

Table 1.1: The Gambia's Population 1973-2013

	2013	2003	1993	1983	1973
Total Population	1,857,181	1,360,681	1,038,145	687,817	493,497
Urban population	1,073,827	685,783	385,400	206,746	125,337
Rural Population	783,354	674,898	652,745	481,071	368,160
% Urban Population	58	50	37	30	25
Urbanization rate % = rate of growth	15	36	24	18	NA
Absolute urban growth % = change from year to year	57	68	86	65	NA

Source: Population Census 2015

¹ Least developed country by United Nations' Classification are countries with three-year average GNI US\$ 900 or less among other considerations

² World Bank data

³ CIA World Fact book

⁴ CIA World Fact book

⁵ THE GAMBIA UNITED NATIONS DEVELOPMENT ASSISTANCE FRAMEWORK (UNDAF) 2017-2021

⁶ PAGE 2018 - 2021

The Gambia has a significant number of people living in poverty which ultimately impacts on the existing road infrastructure and services. According to the Integrated Household Survey 2015/16 (GBOS, 2016), the proportion of the Gambian population living below the national poverty line has remained flat. National poverty level (those living on less than \$1.25 a day) increased slightly from 48.1 per cent in 2010 to 48.6 per cent in 2015. While this rate of increase is statistically insignificant, the number of poor increased substantially by 18.2 per cent from 0.79 million in 2010 to 0.94 million in 2015.

Poverty still remains a rural phenomenon: the poverty rate of the rural areas increased from 64.2 percent in 2010 to 69.5 per cent in 2015 (8.3 per cent increase), the poor in rural areas accounting for about 64 percent of the total poor in the country. Conversely, urban poverty declined by 5.4 per cent from 33.4 per cent to 31.6 per cent.

The extremes in poverty levels between the urban and rural areas are a great cause for concern. Inequality regarding wealth and incomes between urban and rural areas is to be expected, but to have a situation where a household in the rural areas is twice more likely to be poor than one in the urban areas ultimately leads to friction within society. This also accelerates rural urban migration, which has the effect of causing a strain on the transport system in the urban areas, as is currently exhibited within the GBA where the transport services are essentially in chaos.

The contribution of poor transport safety levels to poverty is also a great cause for concern. There are clear signs of an escalation of death and disability arising from use of the road network in particular. The greatest proportion of this trauma is occurring in the 15-49 year old age group, the most productive part of the Gambian population. The loss of earnings and earnings potential leads to increased poverty amongst affected families and communities, and reduces opportunities to lift families and communities out of poverty. Growing international recognition of this phenomenon was a major reason for the incorporation of road safety in the United Nations Sustainable Development Goals set in 2015.

1.5 Role and Challenges of the Transport Sector

In view of the physical nature of The Gambia as described above, the role of transport in its development is critical; this important role has been identified in the framework of successive national development plans, including the 1998-2006 NTP, and now under Pillar II of the NDP 2018-2021 (Improving and Modernizing Infrastructure). This can be illustrated more clearly by the fact that certain sectors (the agricultural, industrial, and tourism sectors) demand the transport system to enhance their productive capacity and competitiveness, e.g. transport provides connectivity and access in the urban and rural areas to transport freight, passengers, agricultural produce to markets, etc. Hence an efficient transport system facilitates economic development and reduces poverty.

There are however critical challenges (identified in the 1998-2006 NTP) that the transport sector must respond to. These have been re-echoed in the NTP 2018-2027, and they relate to the following:

- Isolated Regions within the country
- Significant mobility needs of the population estimated at 1.7 million with increased rate of urbanization
- Lack of integration of various transport modes
- Inadequate transport policies and regulations to achieve operational efficiency

- Huge gap in transport infrastructure financing
- Inefficient road traffic safety system and non-compliance with axle-load regulations and provisions
- Weak institutions and capacity
- Insufficient private sector involvement/Local Construction Industry

During this planned period (NTP 2018-2027) Government is committed to addressing the challenges emanating from increased demands for transport through efficiency improvements, including constructing alternative routes and by passes where deemed necessary, to ease traffic on the main link, and to invite private sector operators to participate in the sector.

A major challenge relates to river transport, which used to be the backbone of the Gambian transport system before the road transport system was developed; it is now almost non-existent. The BIA is generally under-utilized, except during the tourist season. Overall, the infrastructure is in need of heavy investment and modernization that could offer opportunities to PPP joint ventures.

1.6 Sector Development Context

The development of The Gambia's transport sector had its roots in the colonial period when the port of Banjul, supported by the River Gambia provided the international gateway and main transport artery for the country and its neighbors' (Senegal, Mali, Guinea Bissau and Guinea Conakry) external trade.

In addition to the above, currently the export driven development strategy of the country requires appropriate transport infrastructure to port gateways and across frontiers within the Economic Community of West African States (ECOWAS) in the context of its Inter State Road Transit (ISRT) Convention (to which Gambia is Party), and the bilateral/tripartite transit agreements signed with Senegal and Mali.

Since the launching of *The Vision 2020* in 1996 the country saw major changes to the structure of the economy, including in the agriculture and fisheries. In order to increase and sustain this growth in the agricultural and other sectors higher demand on the transport system will be made, and the transport sector has to respond by quantity and quality of transport infrastructure and services.

1.7 The Strategic Context of the National Transport Policy

This National Transport Policy (NTP) is being developed within the context of the country's Program for Accelerated Growth and Employment (PAGE II or the National Development Plan - 2017- 2021), and within the broader framework of the national Vision 2020 blue print. It is envisaged that, building on the achievements and lessons from the National Transport Plan (developed in 1998), the NTP will play a significant role in defining the priorities and objectives in the Transport sector, aimed to serve the country's development goals.

Other sectoral policies and strategies coordinated within the NDP to support the achievement of this Policy's objectives include the Trade, Agriculture and Tourism policies. In addition to the above, the NTP

is aligned to other national sectoral policies and strategies, including those for accelerating the development of the private sector, such as Public Private Partnerships (PPPs) in Transport services and infrastructure, and wider ranging public/private sector relations.

With regards to the sub-regional perspective, the policy is anchored within the ECOWAS Inter States Road Transit Convention (ISRT), and at the regional level, to the African Union Commission Agenda 2063. Within the wider international context, such as the United Nations, this Policy is aligned to the Sustainable Development Goals.

Considering the global context of other relevant international laws, treaties, and conventions, this NTP is in harmony with, e.g. international standards such as the International Civil Aviation Organization (ICAO) and the International Maritime Organization (IMO).

This policy is also aligned to a much greater international recognition of the impact of road crashes on low and middle-income countries such as Gambia - the United Nations Sustainable Development Goals, which incorporate two specific road safety targets:

- **SDG 3.6:** Halve road deaths and injuries by 2020
- **SDG 11.2:** Make cities & human settlements inclusive, safe, resilient & sustainable by 2030

The African Union has also identified road safety as a priority, demonstrated through various policy documents including the African Road Safety Action Plan 2011-2020.

CHAPTER 2: REVIEW OF THE IMPLEMENTATION OF THE NATIONAL TRANSPORT POLICY (1998-2006)

2.1 Introduction

In 1997, the Government prepared the National Transport Plan (NT Plan), which focused on the maintenance and development of transport infrastructure for a smoothly functioning transport system in the country. This was followed in 1998 by a comprehensive policy framework (the NTP -1998-2006) to supplement the Plan and to support infrastructural developments envisaged by the Plan, as well as to provide appropriate guidelines, aligned with policies in other sectors of development. The purpose of this chapter is to review the implementation of the NTP 1998-2006 Policy.

2.2 Experience and Achievements

The NTP 1998 – 2006 recommended the establishment of a number of new institutions to further enhance the institutional framework within which the Policy can be efficiently implemented. These included the establishment of a National Transport Agency (NTA), which would absorb the Transport Planning Unit of the erstwhile Department of State for Works Communication and Infrastructure (DOSWCI), now MOTWI. This Agency was supposed to be adequately resourced to develop the capability to act as a counterpart of the Public Enterprises (PEs) on behalf of the Ministry. The NTA was to be partly funded through contributions from the PEs operating in the field of transport, and partly through Government resources. The NTA should have comprised two units:

1. **Transport Regulatory Office (TRO)** – This would be specifically mandated to exercise strategic supervision and control over the PEs as well as be responsible for review of corporate plans and master plans prepared by the PEs.

2. Transport Policy Office (TPO) – Would be responsible for transport legislation and regulation and for the preparation and implementation of the NTP and the N T Plan.

Both the NTA and its proposed Units (The TRO and TPO) have not been established. Furthermore, a transport sector-wide Master Plan, as a follow up of the NTP - 1998-2006, as basis for investment in the sector has also not been put in place. This is important for the harmonious development of all transport modes in The Gambia.

Though the NTP- 1998-2006 emphasized integration and prioritization in transport investment planning to ensure that goods and passengers move by the mode that is least costly to the economy, in practice multi-modal and integrated transport system planning has also not been put in place. Thus, the institutional capacity to drive and implement measures for the coordinated development of the modes recommended under the policy has not been in place.

2.2.1 Treatment of Safety

Safety was treated in the National Transport Policy (1998-2006) as an issue that would be integrated in all other policy elements. Regrettably, the road transport safety situation has significantly deteriorated in the country, as it has in many other low and middle income countries around the world, and particularly in sub-Saharan Africa. The road transport system has not been able to safely cope with significant increases in population, motor vehicles, and speed of motor vehicle traffic.

There appears to be under-reporting of road trauma, when Police-reported fatalities are compared with World Health Organization (WHO) estimates of fatalities in Gambia in “*Global Road Safety Status Reports*” which outlined the results of global road safety surveys in 2010 and 2013. The last two years of comparison in 2010 and 2013 illustrate the deterioration in this significant public health issue.

Table 2.1: Results of Road Safety Survey

	2010	2013	% Change
Police Recorded Fatalities	94	115	+22.3%
WHO Estimated Fatalities	325	544	+67.4%
WHO Estimated Fatalities per 100,000 population	18.8	29.4	+56.4%

Source: Global Road Safety Status Reports 2010/2013

The issue was afforded much greater profile under the 2011 National Road Transport Policy. At the same time, the United Nations declared 2011 as the start of the Decade of Action on Road Safety with the overall goal of halving the global number of annual deaths due to road traffic accidents by 2020. Within this context a Presidential Directive was issued for improving road safety and a multi-sectoral committee comprising key stakeholders under the leadership of the Permanent Secretary, of the erstwhile Ministry of Works, Construction and Infrastructure was formed. It was tasked to assess the level of road safety problems in The Gambia and make recommendations for action.

The Committee recognized that the road safety problem is too large for a single government agency to address. It recommended creation of a multi-agency National Road Safety Council with a dedicated Technical Secretariat provided with secured funding. A likely source could be from the Road Fund, and would require an amendment of the Road Fund Act to this effect. These recommendations were not acted upon.

2.2.2 Implementation of the Roads Infrastructure Policy

2.2.2.1 Policy Oversight and Management of Infrastructure

As recommended, Government was to restrict its role on roads to policy making and regulation, while road management was to be placed under the responsibility of a Highway Authority that would be responsible for implementation of road maintenance (to be divested to the private sector). Through this arrangement, funding for road maintenance will be secured from a dedicated Road Fund to be capitalized from road user charges.

2.2.2.2 Establishment of National Roads Authority (NRA)

The National Roads Authority (NRA) was established in 2006 by The Gambia Roads and Technical Services Authority Act, 2003, headed by a Managing Director, and answerable to a Board of Directors, its responsibilities are confined to maintenance and construction, and safety of the national road network as defined in the Policy. The Board of Directors, which comprises representatives of relevant Government Ministries, the private stakeholders as well as representatives of road users, oversees the activities of the Authority.

2.2.2.3 Creation of the Road Fund

From the recommendation of the Policy, a national Roads Fund was created since the task of road maintenance requires a stable and adequate flow of funds. The Roads Fund was created to manage funds derived from collected revenues for the use of NRA for implementing its responsibilities in maintaining the national road network. Currently the Roads Fund is partly funded through a fuel levy of D1/liter (instead of D3/liter as proposed by the NTP) and monthly subvention from Government.

2.2.2.4 Support to Labor-based Contractors

The recommendations of the NTP -1998-2006, indicated that use of labor-based methods for road construction and maintenance should be encouraged and supported. This will create job opportunities and contribute significantly to poverty alleviation. Labor-based approaches require training of local contractors and of the government agencies involved in joint implementation of road works, both at the technical and the managerial levels. It also requires streamlining contractual regulations, introduction of simple contract documents with appropriate clauses on the treatment of workers, and the procurement of specific tools and light equipment.

Labor-based road maintenance would also include participatory approaches, using locally available human and material resources. The possible introduction of so-called 'length-men' who, while employed by a contractor, would be responsible for the routine maintenance of a certain length of road. In the Gambian context, with low wage levels for unskilled workers, labor-based methods are technically and economically competitive. The initial capital investment required for this kind of work is significantly smaller than for equipment based approaches.

In this regard, NRA supports and encourages contractors to participate in civil works, although most of them need capacity building to fully undertake labor-based contracts.

2.2.2.5 Provision of Support to Local Contractors

Contractors in The Gambia have very limited experience with road maintenance. Support to local contractors in capacity building is therefore essential in any road maintenance strategy. There was an existing pool of skilled workforce with the erstwhile Ministry of Works, most of who were retrenched with the establishment of the NRA; this workforce consisted of trained and skilled labor and supervisors who can be employed by the private contractors to achieve a good quality standard of the works.

The NRA has however put in place strategies like this, and other support to contractors to enhance the Authority's road construction and maintenance responsibilities.

2.2.2.6 Improvement of Primary Road Network

The NTP considered alternative strategies for the upgrading and expansion of the national road network. In this regard, the Policy clearly highlights that a gradual improvement, which is a long term objective, will follow a west to east approach. Since most of the Gambian population and most economic activities are concentrated in the west, this approach will benefit the country from the early stages of its implementation.

Since its establishment therefore, NRA adopted this strategy in which developing and upgrading the national road network in a gradual and planned manner is based on demonstrated demand. It started in the west, gradually expanding to the east, with limited modifications to the existing structure of the network, and focusing on investment in strategic elements in order to improve the quality and capacity of the network in accordance with need.

This strategy is translated into an action plan within the framework of the NT Plan, and is currently seeing the implementation of the Lamin Koto to Passimas Road Project, among other earlier road projects.

2.2.2.7 Review and Amendment of Existing Laws and Regulations

In theory laws are in place to regulate the transport industry. However, in practice, the regulations are sometimes not adequate, not sufficiently comprehensive or outdated. Moreover, the existing regulations are not being enforced consistently. Thus, the strategy towards achieving the objectives of the NTP was directed to review the existing system of laws and regulations with a view to improving them. However, no strategic actions have been undertaken to address these regulatory strategies since the drafting of the NTP 1998-2006.

2.2.3 Implementation of the Road Transport Policy

2.2.3.1 Implement Comprehensive Strategic Program of Actions for Road Transport

Strategic actions that the Government was to undertake, in close cooperation with the road transport industry, include to "Identify, stimulate and encourage prevailing initiatives as well as develop partnerships"; "Review existing taxes and duties such as duties on imported vehicles, licences, and road taxes".

In line with both the NTP and Plan, the MOTWI has been committed to support the development of a strong transport industry to serve the transportation needs of the country, and to contribute to the

overall economic performance. In this regard, Government has created a conducive environment that encourages road transport firms to develop strong and viable enterprises. The strategy is to prepare an action plan to remove constraints and to bring potentials to fruition.

However, apart from Government's effort to review tax regimes and duties on imported vehicles, licenses, etc. most of the proposed actions have not been implemented.

2.2.3.2 To create a conducive environment to encourage passenger/freight transport

Continued private investment in both passenger and freight transport is largely contingent on the creation and maintenance of conducive environment for such investments to be made. The absence of the proposed NTA has made the Ministry unable to bring together all relevant stakeholders with the objective of specifically addressing current problems and constraints affecting public transport, traffic management and road safety.

The inability of Local Government Authorities to provide transport infrastructure such as garages and car parks has a negative impact on the road transport, particularly within the GBA.

2.2.3.3 Need for Consultations between Government and Private Sector

A lot of consultation and dialogue has been undertaken to address the challenges affecting the road transport sector, particularly freight. The challenges do not only affect regional transport within the country, but also the transit and trans-border trades. Stakeholders (including the Ministry of Trade, Industry and Employment (MOTIE) have been brought on board to address challenges that would have potentially impacted negatively on the road transport sector.

2.2.3.4 Review of Standards for Road Signs and Markings

A review of existing road signs and markings, with a view to improving them as necessary, has been a major recommendation of the NTP. A program for the installation of appropriate traffic signs and road markings has been in place.

It should be noted that in 2012 a multi-sectoral Committee on Road Safety was setup under the MOTWI to coordinate road safety activities in the country. The Committee looked into issues relating to Road Signs and Markings. However, no reviews of existing road signs and road markings have been undertaken.

2.2.3.5 Establish Data Bases

The NTA, through the TPO, was supposed to establish and maintain up-to-date standardized databases in order to manage road transport matters effectively and efficiently. This includes the establishment and maintenance of a management information system (MIS), which would include databases with relevant, current and reliable information on all modes of transport. It would also compile data collected from all relevant transport sector agencies and enterprises.

However, because neither the NTA nor the TPO was established, these databases have not been created.

2.2.3.6 To Create Level Playing Field for all Modes of Transport

As important players in the transport sector, road, maritime/river and aviation transport modes should ideally be able to compete on a level playing field where the real comparative cost advantages of all modes are fully reflected in their operations, set of prices and tariffs faced in their respective subsector and by their users.

In this regard, whilst aviation and maritime sectors operate within some form of regulatory framework, the road sector has no institutional body responsible for regulating it. The maritime sector is regulated by the Gambia Maritime Administration (GMA), and the aviation industry is regulated by the Gambia Civil Aviation Authority (GCAA).

2.2.4 Implementation of the Maritime and River Transport Policy

2.2.4.1 Creation of a Regulatory Body for the Maritime Sector

As proposed by the NTP-1998-2006, Gambia Maritime Administration (GMA) was established by the Gambia Maritime Administration Act, 2006 to, among other things, regulate the maritime transport industry. GMA is mandated to administer and manage all matters and activities relating to maritime shipping and marine pollution in the country's territorial sea and inland waterways. There are also other legislation, the Merchant Shipping Act and the Marine Pollution Act, 2013 which aim at further enhancing the Administration's mandate to fulfil its role under the Port State and Flag State obligations.

2.2.4.2 Encourage Development of River Transport

Despite numerous calls to revive it after a long period of dormancy, river transport continues to be neglected even though its potentials are high. The use of river transport is now mainly restricted to National Food Security, Processing and Marketing Corporation (NFSPMC), which is currently trying to enhance its use in the groundnut trade.

Given its importance and potentials, the sub sector policy should encourage the revitalization of river transport, which is more cost effective particularly for the transportation of high volume cargo such as rice, sugar, flour, cement and other commodities.

2.2.5 Implementation of the Air Transport Policy

2.2.5.1 Explore possibility to create a River Port/multi-Modal Terminal Near Airport

The NTP recommended that GCAA and other stakeholders should explore the possibility to create a River Port/Multi-Modal Terminal close to the airport. This was to facilitate the transport of aviation fuel (kerosene) to the airport as well as to transport goods to the Export Processing/Free Trade Zone within the airport.

Whilst the export processing/free trade zone was created near the Airport, there is no indication that the feasibility of the River Port/Multi-Modal Terminal has been explored.

CHAPTER 3: THE NATIONAL TRANSPORT POLICY FRAMEWORK

3.1 Introduction

The NTP is the guiding document for the development of the country's transport sector, and is to be implemented in tandem with the N T Plan, which focuses on the development and maintenance of transport infrastructure in The Gambia.

3.1.1 The Role of the National Transport Policy

- Provide guidance on Government priorities and strategic directions for transport to key stakeholders and institutions involved in planning, financing, developing, providing, maintaining and regulating transport infrastructure and services
- Ensure that the strategic directions are aligned with both the 2063 AUC agenda and the UN SDGs
- Provide a platform for dialogue, and to provide guidance on the roles and responsibilities of key stakeholders
- Provide guidance on priorities for investment and reform that enable and facilitate achievement of the strategic objectives for transport within the policy framework
- Provide a long-term decision making platform for the effective management and development of transport infrastructure and services in the country
- Describe the need for transport infrastructure and services in the context of Gambia's national development objectives, as well as within the regional context (the African Union and NEPAD), and within the principles of the sub regional organization of ECOWAS

3.1.2 The Institutional Framework

The responsibility for the implementation of the NTP (see Chapter 8 for details) will fall on the following institutions:

i. Ministry of Transport, Works and Infrastructure

The Ministry of Transport, Works, and Infrastructure (MOTWI) is responsible for the overall transport policy development and implementation (including the road, air and maritime transport sub-sectors). In addition to its daily administrative duties, the Ministry gives direction and oversight to the PEs (responsible for operations and regulation) listed below.

ii. National Roads Authority (NRA)

Established in 2006 by the National Roads Authority Act, 2003, NRA is headed by a Managing Director, and answerable to a Board of Directors; it is responsible for the planning, construction and maintenance of the national road network as defined in the National Transport Plan.

The Board of Directors, which also oversees the Road Fund, comprises representatives of relevant Government Ministries, the private stakeholders as well as representatives of road users, and oversees the activities of the Authority.

iii. Gambia Ports Authority (GPA)

The Gambia Ports Authority (GPA) operates the country's main sea port. The port handles all goods imported and exported by sea under the responsibility of the GPA, and carries out all public services relating to the management of the Port of Banjul.

iv. Gambia Maritime Administration (GMA)

The Gambia Maritime Administration was established by the GMA Act, 2006 to administer and regulate all matters and activities relating to maritime shipping and marine pollution in the country's territorial sea and inland waterways. The Administration also performs Gambia's role in fulfilling its mandates under the Port State Control and Flag State obligations in accordance with the provisions of the Merchant Shipping Act.

GMA ensures that The Gambian waters are safe for navigation. In addition it ensures the security of port installations and the navigational waters under The Gambia's territorial sea and Exclusive Economic Zone (EEZ). Thus the Agency's mandate is mainly regulatory maritime search and rescue, identification of high and low risk areas, identification of onshore and offshore installations, inland water and river craft structures and facilities, as well as overall compliance with international maritime legislations.

v. Gambia Civil Aviation Authority (GCAA)

Established in 1991 GCAA operates the airport and manages and regulates the civil aviation industry. The GCAA regularly reviews the operational activities and procedures at the airport, and improve them as necessary to achieve optimal efficiency, reliability, cost-effectiveness and customer satisfaction. The GCAA maintains a customer focused outlook with the aid of routine level of service assessments.

vi. Gambia International Air Lines (GIA)

Gambia International Airlines (GIA), formerly Gambia Airways, was incorporated under the 1955 Companies Act to serve as the National Airline and Flag Carrier. Its mandate is to engage in commercial air transport activities in general with particular emphasis on establishing a reliable, regular, secure and safe air transport services between Gambia and the rest of the world particularly within the ECOWAS sub region.

3.2 The Overall National Transport Policy Goal

The overall goal of the National Transport Policy expresses the commitment of the government to serve the needs of the Gambian population and to improve their living standard, by contributing to reducing extreme poverty and boosting shared prosperity.

3.3 The Guiding Principles of the National Transport Policy

The government will evaluate proposals for the provision of transport and infrastructure regarding its impact on a number of generic issues, i.e. adequacy, efficiency, safety, reliability, sustainability, equity, environmental protection, inclusiveness and universal access.

Besides the technical, financial, economic and institutional aspects, the principles that guide the implementation of this Policy are indicated as:

- Adequacy
- Efficiency
- Safety
- Reliability
- Sustainability
- Equity
- Environmental protection
- Universal Access

Adequacy

Adequacy standards should ensure that transport infrastructure and services are sized adequately to accommodate the transport needs in the foreseeable future. It is particularly important that infrastructure is not over-designed. Realistic growth scenarios and design standards should ensure that facilities will be made available in accordance with need. Construction and design standards should aim at achieving an optimum between initial investment costs and maintenance costs during the entire technical life span of a facility. This applies especially to the question of paving and upgrading of laterite roads. Investments in competing modes of transport will carefully be evaluated to assess the benefits for the country as a whole. Intermodal coordination and integrated planning of investment proposals, covering all transport modes, is indispensable. Through coordinated planning and decision making, the Government will assure that optimal solutions will be selected for implementation.

Efficiency

The implication of this Principle is to avoid duplication and waste. It also implies that Government will play a facilitating role, rather than an entrepreneurial one, playing a pro-active role in fostering an enabling environment friendly to private enterprise. It also implies that Government will set-up and enforce a clear set of regulations and standards as well as the conditions for market entry and exit, and the rules of competition.

The institutional responsibility for construction, maintenance and management of roads and drainage infrastructure lies with the NRA that also has the power under the enabling Act to delegate the construction and management of some roads to Municipal Authorities or the Local Administration.

Safety

The Safety Principle recognizes that transport exposes people to a certain risk, but that the only acceptable safety goal (whether in aviation, maritime or road transport) is the elimination of fatalities

and serious injuries. Fatalities and serious injuries in the transport sector are generating significant social and economic losses, and should be addressed in a holistic manner. Aviation and maritime safety benefit from strong connections with international regulatory bodies, and Gambia shall draw upon international good practice to strengthen its safety response. This goal will not be achieved during the course of this Policy, but it sets country on this path.

Reliability

The Principle of Reliability is an important aspect of transport which is often overlooked, because for some types of commodities, reliability is even more important than travel time and speed. A reliable quality of the infrastructure will facilitate economic development. In this way, the private sector will find it easier to make long term investment decisions once it can rely on the long-term availability of good quality infrastructure.

Sustainability

The transport policy must be sustainable and realistic and must therefore acknowledge the financial and institutional constraints that the country faces from time to time. Clearly, without sufficient funds for maintenance the infrastructure system cannot be sustained, it will quickly deteriorate and in the end it will collapse.

Sustainability also relates to institutional capability. The transport policy can only be implemented if the Government institutions and other relevant stakeholders are capable of assuming their assigned tasks. Therefore, Government will reform its institutions and develop the skills of its staff as required to fulfil their obligations. Nevertheless, evaluation with respect to sustainability should take the Government's own strengths and weaknesses in due consideration.

The Sustainability Principle also anticipates that the Policy must be sustainable in terms of providing support for economic growth and competitiveness, both domestic and international, by ensuring that sectors such as agriculture, trade, industry, tourism are well served by the transport infrastructure and services.

Equity

The Principle of equity assumes that social benefits and costs associated with the provision of transport services and the construction and maintenance of transport infrastructure are spread equitably to the various segments of the Gambian society, according to transparent criteria. In practise this principle will not be easy to apply. Rural areas cannot be served with the same quality of transport as densely populated urban areas. This would not be sustainable. However, the intention of the Government is to ensure that the majority of the Gambians will have reasonable access to transport services at affordable rates and that the transport infrastructure and services provide a reasonable coverage of the entire populated territory in accordance with prevailing population densities.

The principle of equity also requires that the transport policy contributes to the national policy of poverty alleviation because improved transport facilities will reduce transport costs and consequently will reduce the purchasing price of food items, fertilizer and other basic commodities.

Improved transport will also provide better access to markets and will facilitate the evacuation of

agricultural produce from rural areas, thereby increasing the potential for rural productivity. Improved transport at affordable costs will also result in better access to facilities such as health clinics and schools. Last but not least, both Government spending on infrastructure construction and maintenance, as well as the labor intensive transport industry, provide job opportunities for many people and opportunities for small scale business development. Government will actively support this by promoting the use of labor intensive technology.

The Principle also includes Government's commitment to support programs and efforts directed toward the promotion of equality in serving the needs and requirements of both women, men and differently-abled people equally.

Universal Access

This Principle implies that fares, rates and conditions should not pose an impediment to the mobility of persons with disabilities and the most vulnerable in the society; everybody should have reasonable access to the transport system. Where such access cannot be provided on a commercially viable basis, Government should intervene in such a way as to minimize interference or modifications of the commercial system.

Environmental Protection

This is based on the premise that transport causes pollution and absorbs scarce energy resources, and that infrastructure may cause damage to the natural environment. Government fully acknowledges the impact of transport on the environment, and commits itself to ensuring that environmental damage should be reduced by mitigating actions. Investment in infrastructure should therefore promote energy efficiency and the least consumption of resources.

The Principle takes cognizance of the fact that infrastructure in itself will impact on the environment and so the Policy itself must be subjected to a SEA (Strategic Environmental Assessment) at some point during its implementation as an integrated element of the decision making process⁷. At the lower level Government will ensure that project-specific Environmental Impact Assessment (EIA) will be conducted where applicable. Public awareness will be created on the importance of environmental protection.

Not all the issues are relevant to every sphere of this transport policy; nonetheless wherever appropriate, proposals for the provision of transport and infrastructure must be evaluated to ensure that they address these issues properly.

3.4 Consultation

Achievement of the objectives of the transport policy is dependent upon the willingness and ability of the Government and the relevant stakeholders to communicate and consult to engender ownership of the Policy. An important ingredient to future success will be a sense of ownership, and the shared commitment to contribute to the successful implementation of the transport policy. The extensive consultations that preceded the updating of this Policy should be allowed to continue; consultations

⁷ It can take place before the actual intervention is carried out (*i.e.*, *ex ante* evaluation) to compare different intervention alternatives and estimate the expected outcomes of an intervention to prepare policy decisions. However, it can also occur after the intervention took place (*i.e.*, *ex post* evaluation) in order to determine the observed effectiveness of the intervention.

with local communities and regional administrations (including local area councils and municipalities) have enriched the discourse surrounding responsibility and accountability for maintenance of the various types of roads.

Financial resource challenges as well as technical capacity inadequacies have resulted in poor performance of the Councils in the maintenance of the roads under their jurisdiction; without adequate consultations these challenges would not be addressed jointly. Dialogue with them and the private sector will increase the Government's understanding of the real transportation needs, and the willingness and capability of the private sector to fulfil the transport requirements of society. This process should be institutionalized. In this regard, the following strategy will be put in place:

MOTWI, with support from the various Units charged with coordinating the implementation of this Policy (Sector Policy Office, Sector Planning Office, Sector Regulatory Office and Road Safety Unit) will establish a permanent joint committee of Government and other stakeholders in the field of transport for dialogue, consultation and exchange of information about status of the transport networks and transportation issues.

From this joint committee a number of task forces or working groups could be formed with a specific assignment to address specific sub-sectoral issues, for instance public transport, road safety, or river transport, and issues involving private sector participation in the sector.

3.5 Integration and Prioritization

Provision of transport and infrastructure must be demand-driven and not supply-led, and a fundamental consideration is the appropriate size and quality of the infrastructure, e.g. how much infrastructure does the country need for each transport mode, and of what type and quality. A sustainable approach in this regard is a clear strategy on long term and integrated infrastructure planning, consistent with the needs of the country. It has been in this regard that an integrated NT Plan was developed in 1997, and has been under implementation since. The Plan needs to be reviewed now, to bring it up to date and in line with this Policy.

Long-term investment decisions in all the sub-sectors will be based on sound and explicit economic criteria aimed at maximizing economic and social return on investment. New investments must be thoroughly justified. New transport modes such as rail transport or pipeline (to transport petroleum products should oil drilling begin) will only be developed if they can be proven to be more cost-effective than existing transport modes.

3.6 Impact Evaluation

It is important to acknowledge that a sectoral policy may have impacts on many other sectors of society. A sound transport policy must acknowledge the complexities and relationships involved. This Policy will therefore allow for a flexible approach towards new ideas, and provide a consistent general approach and guidance for the solution of problems that may arise in the future, and the appraisal of new initiatives. Relevant aspects and impacts should be known to decision makers.

3.7 Capacity Building and Institutional Support

Aligned with the changing role of Government in transport is a consequential need for capacity building of the institutions and people that would drive this change. For the success of this commercial reorientation, Government will undertake a general capacity gaps assessment to identify training and recruitment requirements of the various modes geared towards this new dispensation. Notwithstanding, immediate training will focus on transport policy planning; road safety; procurement (of goods and services); PPP arrangements; results-based management; economic and financial analysis; and social and environmental impact assessments.

Specifically, a capacity building and institutional strengthening program will be developed to support the municipalities in the GBA to take on some roles of planning, programming and maintenance when hierarchy of roads and responsibilities are determined. These will be geared to support traffic demand management measures for the Central Business District (CBD) of the municipalities.

For regulation of the sector MOTWI would need capacity building for effective transport planning to support policy assessment and implementation, and given the emerging need for increased role of the private sector in the sector, special emphasis will be made to promote and investigate projects for private sector participation. This will enable policy formulation, planning, regulation and PPP issues to be coherently dealt with for the efficient development of the sector.

The NRA is responsible for overall planning, construction, maintenance and management of the country's classified road network, and for it to fully discharge its mandate, it is necessary that institutional support be provided in specific areas in order to deliver effective support in managing the road network. In this regard, based on a training needs assessment and the strategic objectives outlined in the NRA Strategic Plan, certain areas of institutional weakness that need to be addressed include procurement, pavement management systems, contract administration, etc. Government will also explore options and strategies for introducing civil engineering and other relevant engineering courses in the University of the Gambia to meet the country's medium term and long term man-power needs.

Overall, contractors in the country have very limited experience with road maintenance. Therefore, support to local contractors in capacity building is an indispensable component of the road maintenance strategy. Contractors will be required to employ trained and skilled labor and supervisors to achieve a good quality standard of the works.

In the air transport sector, Government will pursue a sustainable human resources development strategy that will focus on training meant to ensure that GCAA has a pool of well trained and qualified workforce to meet the needs of the air transport industry. It will pursue a vigorous staff development policy; capacity building must also be supplemented by Government commitment to retain the trained personnel with incentives sufficient to prevent attrition especially in areas where the country competes with international organizations for qualified staff.

In the maritime sector, emphasis will be put on capacity building of the human resources, to continue to upgrade the technical skills in order to adapt to changes in technology as well as handling needs. Strategies will be designed to employ methods and techniques that would maximize on the core competence of the sector, as well as developing diversification strategies to achieve sector objectives. The focus will be on recruiting and retaining highly qualified personnel in all units, particularly the harbors or marine services, cargo handling and equipment operators and the mechanical departments.

3.8 Sector wide Priorities

Since resources are limited (both financial and human) it is imperative that clear priorities be set. In this regard, Government will prioritize expenditures in the transport sector in accordance with the following strategy:

- Maintenance of existing assets in all sub-sectors
- The safety of all transport users and operators
- Seaport, river ports and airport development and improvement
- Development of international transport corridors
- Connectivity of Main Centers of Economic Activity
- Accessibility of Important Regional or Local Activity Centers
- Maintenance of , primary, secondary, tertiary and regional trunk roads
- Improvement of Feeder Roads and Other Transport Infrastructure
- Development of human resources and improvement of statistical data

Clearly, from the above the strategy, it implies that the priority of Government is towards maintenance and rehabilitation of existing public assets in all sub-sectors above investment in new infrastructure and facilities. Where new infrastructure is to be built there must be demonstrated availability of funds required for operation and maintenance of the new facility on a continuous basis. Details of the prioritization scheme can be found in the NT Plan. Notwithstanding these infrastructure demands, it is recognized that the status quo is for new road infrastructure to induce additional traffic at higher speeds, and consequently additional death and disability amongst users. Existing road infrastructure must be made safe for use, and new road infrastructure carefully planned to ensure the safety of all users, whether motorized or non-motorized.

3.9 Sector-wide Mission and Objectives

The economic and social needs of the country determine the role of the transport system and indicate the problems to which the transport policy should respond. The challenge for The Gambia is to develop a national transport policy and strategy that will build an environment within which the transport

system functions smoothly and efficiently, supporting the economic development of the country and serving the needs of the population in the best possible way. From this perspective the mission statement for the transport sector policy is:

The Mission

“The transport sector will support the short-term, medium term and long-term expansion of the productive capacity of the economy and provide an enabling environment for the development and maintenance of Gambia’s transportation system through effective policy formulation, market regulation, asset management and service provision and will contribute significantly in the improvement of the living standards of the Gambian population.”

The mission statement expresses the intentions of the Gambia Government to move towards a situation where the transport system facilitates the economic development of the country in accordance with the National Development Plan (2017- 2020) and other international obligations to reduce poverty, achieve sustainable inclusive growth, generate employment and improve the living standard of the people.

The broad transport policy as outlined in the Program for Sustained Development (PSD) includes transport policy objectives for the period 1990-2000. These objectives have been reviewed and amended to accommodate achievements since the PSD was drafted to incorporate the aspirations expressed in the National Development Plan, and to face the challenges of a changing socio-economic environment in the years ahead. This has resulted in a redefinition of the objectives for the period 2018-2027.

3.10 Sector-wide Policy Objectives

1. Government institutions will be reformed in order to support the implementation of this National Transport Policy and the National Transport Plan, and to enhance coordination and cooperation between the various institutions dealing with transport issues
2. The construction of new transport infrastructure and facilities will be based on aforementioned principles, land use planning, and sound technical, socioeconomic, environmental, financial and economic appraisal/criteria
3. The operating efficiency and the life of the transportation system, infrastructure and facilities will be enhanced by comprehensive, programmatic routine and periodic maintenance
4. Development of economically viable modes of transport will be supported and integration between various modes of transport stimulated in order to minimize duplication and waste
5. Support the development of Banjul International Airport as an air transport hub to the West-African sub region in the medium term and as a major gateway of the region in the long term
6. The port of Banjul will be developed as a main gateway to the region and as a port for the transshipment of goods by providing and expanding port infrastructure, facilities, equipment and buildings, and by upgrading services as required to meet the increase in water transport

demand

7. Support the development of inland river transport and facilities including river ports
8. Development of a national freight transport industry within the overall framework of the free market policy will be supported to ensure a cost and time effective road transportation of the country's internal and external trade that is equally environmentally friendly
9. Support the setting up and enforcing adequate safety standards to ensure that the transport system will not inflict excessive damage to the individual person , nor to the Gambian society as a whole
10. Options for privatization and greater private sector involvement in the field of transport in general will be encouraged and evaluated
11. Promote local level employment generation
12. Promote the adoption of energy efficient transportation and climate resilient infrastructure
13. Support the adoption of appropriate strategies towards efficient management of non-motorized traffic as well as meeting the needs of the physically challenged persons

CHAPTER 4: THE ROAD TRANSPORT POLICY

4.1 Introduction

The road transport policy encompasses all forms of public and private passenger and goods transport by road. It covers all travel modes and all movements, from urban transport to long distance transport. The policy is intended to provide guiding principles for all functional levels of government and for private operators in the field of transport. The policy is concerned with the quality of road transport, as well as the quality of road vehicles and drivers in relation with traffic safety and traffic discipline.

4.2 The National Roads Networks

The road infrastructure include the road facilities and equipment, which comprise the road network, parking spaces, garages, weighbridges, drainage system, bridges, footpaths/walkways and pavements. The country's total road network is estimated at 3,920.50km, classified as primary (818.50km), making up 20.88 per cent of the network (see Table 4.1 below). The primary road network connects important economic centers to gateways (sea port, airport, and border crossings) and the capital city of Banjul. The secondary road is estimated at 359km, the urban roads at 187km and rural feeder roads or earth road network at 2,556km.

About 93 per cent of the primary network is oriented in a latitudinal way running in a west-east direction on both the North and South Banks of the Gambia River as per the shape of the country while the balance of only about 85 km connect the two primary west-east highways on both banks of the Gambia River in a

longitudinal axis. There are two major north-south corridors; the Amdallai-Barra-Banjul-Mandinaba-Seleti road (the West-African Coastal Highway) and Farafenni-Soma-Diganteh-Senoba road (the Trans-Gambia Highway).

Table 4.1: The Gambia Road Network

Classification by Category	Length (Km)
Primary Network	818.53
North Bank	348.00
South Bank	424
North-South Bank	85.00
Secondary Road Network	359.00
Kombo Coastal Roads	168.00
Kombo St. Mary Roads	38.00
Other Secondary Roads	153.00
Urban Roads	187.00
Banjul-Urban Streets	37.00
Other Urban Streets in Greater Banjul Area	150.00
Rural Feeder Roads	2,556.00
Total National Road Network	3,920.53

Source- National Roads Authority, (2009) Network Survey EDF

In addition to the networks described above, many earth and/or gravel roads exist, giving access to rural areas as well as to residential areas in the urban settlements. The earth road network is estimated to have a total length of approximately 2,556 km and account for 65.19 per cent of the classified network

Traffic volumes on some of the trunk roads in GBA (2009 Road Traffic Survey) are in excess of 10,000 vehicles a day, whilst outside the GBA traffic volumes are in general very low (about 1,000 per day). The increase in traffic in this area is due to increase in population resulting from rural-urban migration, and international migration which have a serious impact on the road infrastructure.

Apart from the GBA, the capacity of the road network in The Gambia is more than sufficient to cope with the projected traffic flows for the next ten years and far beyond. However, the condition of the road network is poor, and there is an urgent need for repairs but lack of funds makes it difficult to do regular maintenance.

The same urgent need is apparent for safety. There is significant opportunity to deploy well tested safety engineering treatments targeting some key issues. For example, pedestrian safety can be significantly improved through providing safe crossing points where vehicle speeds are physically reduced, as well providing footpaths to separate pedestrians from motorised traffic and protecting them from encroachment by commercial interests or motor vehicles. Improving the safety of urban environments will be critical, and particular consideration should also be given to safety controls at intersections, through greater use of roundabouts or installation of speed reduction humps or platforms.

4.2.1 Road Maintenance

The NRA undertakes the maintenance operations of the road network through private contractors, while keeping a lean force account team that partake in routine maintenance activities including pothole

patching and minor shoulder rehabilitation, in addition to emergency works under its two maintenance provincial divisions – Western Provincial Division and Eastern Provincial Division.

Each maintenance provincial division of NRA is headed by a Divisional Engineer responsible for planning, budgeting, and monitoring of maintenance activities under his/her provincial division and reporting directly to the Operations and Technical Director of the NRA. There is also a Manager for Feeder Roads reporting to the Technical Director in charge of maintenance of feeder roads.

The maintenance of the primary and secondary road network is carried out by private contractors through annual maintenance contracts, an approach that will definitely preserve the investment in the primary road network instead of use of force account. To date, there are eight local firm in road works. Thus, local contractors need to be brought into the scheme for long term sustainability because this will develop the local construction industry especially in the use of long term maintenance contracts with defined level of service.

4.2.2 Roles and Responsibilities in the Maintenance of the Road Network

Gambian law with regard to roads and highways states that, in principle, all roads within the country are a national asset. According to the law Government owns and administers the roads. In practice there is some ambiguity about the formal responsibility for the road network, especially with respect to roads within the GBA.

For the national road network, the delineation and definition of responsibilities does not seem to cause many problems. All primary, secondary and main feeder roads are administered by (NRA/MOTWI), while all other (unpaved) rural roads are administered by the local government authorities. In the GBA however, the situation is more complicated.

There is confusion on the part of Municipalities as to the ownership of the lower classes of urban road infrastructure. Consequently, neither the Municipal Councils nor the NRA takes responsibility for planning, programming, construction and maintenance of the feeder/local urban roads infrastructure that support the main arterial corridor roads in the urban network. However, for both BCC and KMC, due to lack of funds and human resources, maintenance of roads within their jurisdiction has been a challenge. As a result NRA takes the responsibility for maintenance of the paved urban roads.

A clear delineation of responsibilities and related institutional actions are indispensable; Government needs to rationalize the responsibilities in order to improve efficiency of the urban transport system. This will enhance accountability for system failure particularly for the interrelated plans covering road network, bus network and truck routes, and traffic management plan for CBD in the city environment.

4.2.3 The Road Fund

The Gambia Roads and Technical Services Authority Act, 2003 established the NRA, its Board of Directors, and the national Road Fund to be used exclusively to finance:

- Operations of the NRA in the performance of its functions
- All other road construction and maintenance works delegated to any local authority by the NRA

- Payment of allowances, benefits, salaries and other expenses incurred by the Fund

The Fund is to be capitalized from:

- Road user tax levied on road users
- Vehicle licensing fees
- Vehicle registration fees
- Grants, donations and endowments that may be received within and outside the Gambia
- Subventions from Government
- Fuel levy
- Any other road user charges that may, from time to time be allocated to the Road Fund by any other law

It will be emphasized that the priority of the Road Fund, according to NRA is to carry out maintenance on the existing road infrastructure, except in the case of emergencies and natural disasters. The construction of new roads is secondary, as timely and technically appropriate road maintenance provides three times more on the return on investment than rehabilitation or construction activities. Elsewhere it has been found that for every dollar that is spent on proper road maintenance, road users save \$2-3, and road agencies save \$5-6.

Therefore, routine and periodic maintenance will have the first call on Road Fund resources, followed by emergency works and, if funds are sufficient, backlog maintenance.⁸ Preventative maintenance when carried out in a proper and timely manner results in a net decrease in vehicle operating costs such that for every dalasi spent on road maintenance there is a comparable reduction in the costs of operating a vehicle of the order of 3 - 4 Dalasi, which in turn provides a net saving to the country's transportation costs.

To access resources, NRA submits budget requests to the Road Fund annually, which are reviewed by the Road Fund Administration. Usually NRA's submission is based on forecast revenue for the year ahead, rather than on the forecasted amount required for road works for the year, because in any case the amount requested for annual road works is more than what the Fund can provide. Therefore, usually, the Fund is not enough to finance the budgeted amount to take care of regular road maintenance, which has affected NRA's ability to adequately carry out its road maintenance works.

Table 4.2 below indicates the inflows of financial resources into the Road Fund from 2008-2016. As mentioned earlier, the usual backlog of road maintenance is due to unavailability of funds, which leads to rapid deterioration of the national road network and the huge backlog of road maintenance.

⁸ NATIONAL ROADS AUTHORITY, ROAD USER CHARGING ADVOCACY BRIEFING PAPER (WSP 2010)

Table 4.2: Inflows into the Road Fund 2008-2016 (D Million)

Year	Budgeted	Actual Payment by Government	Fuel Levy	Road Fund	Variance	Payment as % of Budget	Annual % variance
2008	132,624,653	32,700,000		32,700,000	-99,924,653	24.66	-75.34
2009	176,184,066	64,000,000		64,000,000	-112,184,066	36.33	-63.67
2010	131,814,855	57,000,000		57,000,000	-74,814,855	43.24	-56.76
2011	261,497,080	76,000,000		76,000,000	-185,497,080	29.06	-70.94
2012	No Maintenance Program	65,078,015		65,078,015			
2013	261,497,080	174,599,020		174,599,020	-86,898,059	66.77	-33.23
2014	No Maintenance Program	185,000,000		185,000,000			
2015	No Maintenance Program	210,447,958	31,040,788	241,488,746			
2016	272,451,261	136,364,784	75,920,431	212,285,215	-60,166,046	77.92	-22.08

Source: NRA, 2017

From 2008-2014 the only inflow into the Fund was the subvention from Government from where it pays wages and maintenance works. The fuel levy started in 2015, twelve years after the entry into force of the Act in 2003. The fuel levy is collected and deposited into the Road Fund account, enabling monthly disbursements to be made to the NRA.

Following its introduction in 2015, the fuel levy charges (D1/liter) contributed over D31 million (11.40 per cent) towards the Road Fund, and that increased to about D76 million (26.34 per cent) in 2016. The D1/liter levy should be raised gradually to the original D3/liter as recommended in the 1998-2006 NTP, whereby it would fund all road maintenance works. Over time, one third of this revenue (up to D1/liter) should be allocated to the road safety leadership and coordination functions of the proposed Unit at MOTWI and multi-sectoral road safety activities endorsed by the Gambia Road Safety Committee.

Overall, annual payments into the Road Fund have fallen short of the budgeted amounts by a range of over D60 million in 2016 to over D185 million in 2011. The NRA experienced yearly deficits (in terms of the amount of road maintenance it planned to implement) except in 2012, 2014, and 2015; apparently no maintenance programs were planned, and as a consequence this added to the backlog in road maintenance in subsequent years.

The Road Fund as a percentage of the NRA road maintenance budget has been consistently below 45 per cent from 2008 to 2011 (24.66, 36.33, 43.24 and 29.06 respectively). In 2008, the largest variance was recorded (actual payment from budgeted amount) as -99,924,653.00, making up about 75 per cent of the budget. The lowest percentage variance was experienced in 2016 (22 per cent) and this can be attributed to the introduction of the fuel levy. This shows the need for more funding on road maintenance. It was 66.77 per cent in 2013 because there was no maintenance program allocation for 2012; 77.92 per cent in 2014, and in 2015 the fuel levy kicked off. Hence, the need to review and use other road user charges to address the deficit in road maintenance funding (such as vehicle licensing fees, vehicle registration fees, road network transit fees and other road user charges, etc.).

The practice of short funding road maintenance is not uncommon, as Governments in most developing countries like the Gambia are unable to meet the rapidly increasing demands of the road sub-sector from their recurrent budget. This calls for other innovative ways to fund road maintenance, because the

more increase in demand for road infrastructure and services, the backlog of maintenance will worsen the problem in the sector.

Regarding other sources of funds into the Road Fund, it is apparent that the other earmarked sources (particularly vehicle registration and licensing fees) have not been forthcoming. Whilst fuel levies would normally be the most important and consistent source of finance for Road Funds (particularly for Gambia), other sources (as depicted in Table 4.3 below) can also be significant.

Data from selected African countries suggest that efforts to diversify sources (including vehicle license fee, transit fees, overloading fines and road tolls) can pay dividend. In The Gambia, the user charge being proposed, apart from fuel levy and annual vehicle licenses is the “road network access fee” for vehicles transiting The Gambia.

Table 4.3: Breakdown of Road User Charges (per cent) in Selected African Countries

Country	Fuel levy	Road tolls	Transit fee	Vehicle license fee	Overloading fines	Total
Chad	61	6.5	32	0	0.5	100
Benin	52	43	5	0	0	100
Namibia	75	0	5	20	0	100
Burundi	60	24	0	16	0	100
Lesotho	67	25	0	8	0	100
Mali	75	0	25	0	0	100
Rwanda	62	2	36	0	0	100

Source: Road Management Initiative (RMI)- Matrix, 2006

The Road Fund will also fund the road safety leadership and coordination functions of MOTWI, and the road safety activities endorsed by the Gambia Road Safety Committee. In some countries a small proportion of their Road Fund is used for road safety and even for development works. Interim funding measures need to be put into place, reinforced through amendment to the Road Fund legislation to incorporate this expense, initially at least 5 percent of the Fund.

Examples from other African countries in the management and execution of national Road Funds could serve as learning experiences for the NRA in its management of the Fund. African initiatives (in the form of regional Associations of National Road Funds) are assisting member countries build their capacities in the management of national Road Funds in the respective member countries.

The African Road Maintenance Funds Association (ARMFA), an initiative supported by the AU, has regional Groupings, one being in West Africa comprising 12 countries (e.g. Sierra Leone, Mali, Nigeria, Senegal, etc.). The objectives of ARMFA include creating a platform for exchange of ideas and experiences in implementation of national Road Funds; support member countries address challenges; serve as sensitization fora, and so on .

The NRA could consider membership of the West African Grouping to both learn and share its experience in implementation of the Road Fund.

4.2.4 Capacity Challenges in Road Engineering

Due to inadequate expertise in road engineering at the national level, most of the studies and designs for large and complex road projects are undertaken by foreign consultants. Local consulting firms of which there are about 4 in The Gambia function only as sub-consultants and work in association with the foreign consultants. They are usually requested to field non-professional staff members of the team and function more as local agents to international consultants.

NRA's capacity for feasibility and detailed engineering design review is inadequate, and therefore most of the time NRA's operations in this area is devoted to the supervision and review of feasibility studies whilst the detailed engineering is carried out by international consultants. It is in view of this that capacity building for strengthening the NRA has been undertaken through EU/TA funding to enable the Authority to fulfill its mandate.

4.2.5 The Local Construction Industry

It is important that the local construction industry is developed to be able to undertake works within all the transport modes. The local industry has to grow in line with sector needs. It is noted that a system of classification of contractors depending on their capabilities exists for building contractors. Most Gambian contractors are in the building sector and not in road works. There is no Contractors Registration Board in The Gambia for classifying civil works contractors based on their capabilities and for driving the development of local civil works contractors.

The road works contracting market is dominated mainly by foreign firms registered and established in the Gambia to seek market opportunities. The local contractors cannot meet the pre-qualification requirements for most upgrading, rehabilitation and reconstruction works; so the contracts are let mainly to international firms. Maintenance contracts are awarded by NRA on an annual basis. In the road industry, there is only one local firm operating, and Government needs to support and encourage this and other players who want to come in to enhance the growth of the local construction industry from its embryonic stage.

Small scale enterprises in building works can be encouraged to enter the road works contracting industry, with Government encouragement and support using labor-based methods for road construction and maintenance particularly for rural feeder roads. The Gambian Agency for Management of Public Works (GAMWORKS) established in 1993 by Government and the World Bank can work in this direction for the development of domestic labor-based contractors. This is necessary particularly for the sustainability of investment in the rural feeder road system.

4.3 Passenger and Freight Transport

The road transport market for both passengers and freight in the country is fully liberalized with the private sector as the main provider of services after the demise of the GPTC. The Government as a matter of policy has decided to continue to support self-regulation of road transport services so that competition between operators is further intensified. There is the freedom of entry and exit into the public transportation services and there are no route allocations.

The low entry barrier into the transport industry encourages owners of taxis and other commercial vehicles to operate with maximum flexibility, operating in any route using flexible tariffs. The owners of

vehicles have exclusive rights to hire and fire drivers as they wish without any recourse to the labor laws regarding employment. The situation is further compounded by the influx of second hand vehicles of any age, which in consequence results in environmental pollution due to their high level of emissions.

Currently, operators join any of several Transport Unions and Associations whose membership is countrywide. These Unions and Associations to which membership fees are paid provide some cooperative assistance to their members in the form of support in case of accidents but not for fleet renewal, which is a challenge for the sector.

Safety is a major challenge in road passenger and freight transport. All operators have the right to compete and to generate income. None has the right to threaten the lives or health of road users. Over the life of this policy, the Government will develop and enforce much stronger safety standards, and transport operators will need to incorporate safety into their business operations.

4.3.1 The Fleet of Vehicles

The total number of vehicles in the Gambia from 2005 to 2016 is estimated at 84,056, (GBOS, 2016). This figure, compared to 11,000 estimated in 1997 (the National Transport Policy (1998)) indicates a significant increase in the rate of motorization in the country over the past 11 years.

From the diagnostic study conducted in 2013, the road vehicle (excluding motor cycles) fleet has been growing at an average annual growth rate of 2.23 per cent. Table 4.4 below indicates the types of the motor vehicle fleet.

Table 4.4: Registered Motor Vehicles and Motor Cycles – 2005-2015

Period	Mini bus	Buses	Trucks	Tractors	Cars	Motor cycles	Total
2005	615	29	320	26	2,337	2,593	5,920
2006	729	41	187	44	3,100	1,000	5,101
2007	1,650	10	140	26	1,899	1,673	5,398
2008	243	55	213	10	4,832	2,726	8,079
2009	231	11	238	29	2,090	1,130	3,729
2010	436	34	210	15	3,256	2,941	6,892
2011	979	29	93	36	2,948	1,862	5,947
2012	1,065	18	219	15	2,257	2,235	5,809
2013	618	3	71	14	3,630	3,260	7,596
2014	1,194	24	348	59	5,438	11,767	18,830
2015	1,623	35	504	49	6,724	1,820	10,755
Total	9,383	289	2,543	323	38,511	33,007	84,056

Source: GBOS, 2017

Most of the vehicles registered annually in The Gambia are imported second hand, with the average age of vehicles over ten years. Vehicle licensing is under the purview of the Police, and practically all vehicles are licensed irrespective of age of vehicle. The preponderance of over-aged vehicles in the fleet has resulted in low availability and high spare parts requirements. This, compounded by the poor road conditions, would result in high vehicle operating costs. It also raises safety concerns due to poor mechanical inspections facilities for establishing vehicle road worthiness, and environmental issues of pollution.

Clearly, this requires appropriate response from Government in terms of policy support. In this situation where transport operators do not invest enough for fleet renewal, Government can consider incentives (such as tax relief on vehicles, spare parts, etc.) to encourage fleet renewal and improved vehicle standard for public service vehicles operators.

4.3.2 Public Transport

Public transport in the Gambia encompasses all forms of non-personal transport such as taxis, buses, etc. for which a fare is usually charged. The benefits of using public transport include:

- Availability of concessionary fares – makes transport more affordable to lower income households
- Increased availability and choice – increasing public transport helps make bus routes more viable and transport providers are more likely to increase hours of operation, increased frequency and stops
- Reduced emissions - encouraging use of the bus in place of car journeys is also a key approach to reducing the emission gases inducing climate change and road congestion

In this country, public transport is provided by both formal and informal transport operators. The following briefly describes the status of both in the Gambia.

4.3.2.1 Formal Public Transport

Formal public transport services are characterized by fixed routes and bus stops, published schedules, driver rosters and ticketing system. The only company offering this type of service is Gambia Transport Services Company (GTSC), a limited liability company established by the Social Security and Housing Finance Corporation (SSHFC).

Formal public transport was provided by Gambia Public Transport Corporation (GPTC) which was 100 per cent state owned. However, the company faced some challenges which led to its eventual bankruptcy. Subsequently, the GPTC Act was repealed and the company is now succeeded by GTSC.

Although GTSC claims to be a private company, most of the fixed assets of the GPTC which were state owned, were transferred to the company. Therefore, the ownership of GTSC needs to be sorted out for the future sustainability of public transport services in the country. As of now, it provides a school bus service as well as a long distance transport service, the latter mostly between urban and rural areas because the short distance, which means operating within the GBA, is not profitable. It also operates inter-state services, doing Banjul –Dakar and Banjul - Bissau.

However, the company appears to be struggling to provide adequate urban public transport services, and if this continues, it will encourage the proliferation of informal public transport vehicles and use of private cars, as is already happening. The increase in the urban population has increased the demand for public transport service, and this demand needs to be met, either by Government or by the private sector.

Given that the road transport system is liberalized, the private sector will be invited to play a role. Government will create incentives to facilitate its entrance into public transportation activities particularly those that can operate big buses on the arterial and collector roads, and invest in terminals. They will be allocated routes on the local and secondary roads based on an agreed level of service.

Meanwhile, the laws will be reviewed to make Government play the triple role of facilitator, regulator and enforcer while the private sector takes on operational responsibilities.

4.3.2.2 Informal Transport

Informal Public Transport Services are characterized by individual ownership of vehicles. Services do not always follow fixed routes, no fixed driver schedules and rosters, no ticketing system and no limit to the number of hours drivers can be behind the wheels. The vehicles are usually imported (second hand), and are not equipped with facilities or space for wheel chairs; extra passenger seats are usually added, even beyond the number allowed by law; they are not usually provided garages and hubs; and safety issues are relegated to the background.

As a result of the virtual absence of formal public transport services, the population has come to rely on locally modified vehicles called “gele gele” and mini-vans for public transport in order to reach their places of business, employment, recreation, education and health facilities etc. Most of the operators of this mode of transport ply routes they deem profitable to them since there is no fixed route allocated to the operators; they can choose to stop their operation any time they feel it is not profitable for them to operate.

In areas where the demand for public transport is low, the services by these informal operators are usually low and unreliable, and where they provide normal services in these areas, their tariff is flexible, but at times exceedingly high. Similarly, in a situation where operators feel that the costs are not fully covered, they resort to short tripping to cover costs.

Generally, regulation of the informal transport operators is very challenging, as there are only a few, or no restrictions on their entry to the public transport markets. Most of the fleet of the informal operators is too old due to the prevalence of second hand vehicles, which in turn is due to the fact that new vehicles are too expensive. This situation has made fleet renewal difficult, and this requires appropriate response from Government.

4.3.3 The Regional and Sub Regional Road Transport

The regional road transport network from Gambia consists of the Trans-Sahelian-Dakar – Ndjamena; the Trans Coastal - Dakar – Abidjan – Lagos; the sub regional network of Banjul – Ziguinchor/Guinea Bissau via Seleti (West African Coastal Highway); Banjul – Kaolack – Dakar (northern Senegal) via Amdallai; Banjul – Basse – Wellingara - Koundara (Guinea Conakry) or Waradon to Guinea Bissau; and the Farafenni–Soma- Diganteh - Senoba (Trans – Gambia Highway).

It is evident that road transport service providers from both the region and sub region as named above perceive The Gambia as a place offering good business opportunities for the two-way movement of both freight and passengers. Specifically, the Trans-Gambia Highway and its integral ferry service between Yeli Tenda and Bamba Tenda carries on a daily basis high percentages of heavy trucks and long distance buses destined for or originating from Senegal.

Similarly, although the volumes of traffic may be lower, the Banjul to Barra ferry also carries daily freight and passenger vehicles destined for or originating from Senegal. It is to be noted that the ferry operator, GPA, weighs all trucks to ensure the total permissible vehicle load of 55 tonnes is not exceeded.

Heavy freight vehicles from farther afield (mainly from Guinea - Bissau) also ply their business in The Gambia and are a common sight in the warehouse areas of Banjul, where they load and unload their goods while parking on-street. It is envisaged that the Guinea-Bissau trucks make use of the border crossing at Sabi in eastern Gambia, before using the virtual full length of the primary road along Gambia's south bank to access Banjul. It is noted that a very high percentage of these trucks appear to be overloaded, and virtually all exceed the height restriction of their loads contrary to the ECOWAS convention on road transportation.

There is need for a national regulatory and institutional framework to consistently enforce the ECOWAS protocol. Currently there is no domestic law or regulation to address weight dimension and axle load of vehicles and so it is not enforced; moreover, its enforcement will be difficult without the necessary weigh bridges or scales. Government has to domesticate, or directly implement the ECOWAS regulation, identify the agency mandated to enforce the law, build the capacity of the said agency, and roll out a sensitization campaign.

The present situation at the main road-crossing borders is inefficient and generally disorderly, which includes customs and immigration check-points for both Gambian and Senegalese officials, together with informal parking of trucks waiting to be processed, and extensive marketing activities by local traders.

The regional road transport is very important from a business perspective to the business community in The Gambia, and to the Senegalese and Guinea Bissau service providers. In particular, the free passage for Senegalese freight vehicles and long distance buses across The Gambia on the Trans-Gambia Highway enables them easy access between north and south Senegal. This means a significant saving in both time and operating costs, by avoiding the need for a circuitous additional 200 km or more to go around the eastern part of The Gambia.

Moreover, completion of the Trans-Gambia Bridge will facilitate vehicle fluidity between Senegal and Gambia on a toll system. At present, The Gambia receives little by way of benefit from this transit traffic, other than the fares paid to use the ferry services by Senegalese vehicles, and whatever items Senegalese operators and passengers may purchase from local traders along the road corridor in The Gambia. In fact, if the axle-loads of the Senegalese trucks exceed the ECOWAS limit they are contributing to the deterioration of roads in The Gambia, which represents a significant cost to the country.

While encouraging both the Senegalese and Guinea -Bissau road transport service providers to make use of roads and business opportunities in The Gambia, it is important that their operations are better regulated in order that The Gambia gains optimum benefit from their in-country presence, as follows:

- All vehicles wishing to transit The Gambia and make use of the road network should be charged a transit fee, payable on entry to The Gambia. The revenues from the transit fee should be paid into the Roads Fund for use in maintenance of the road network
- All vehicles using roads in The Gambia (regional and all other vehicles) that exceed the prescribed maximum axle-load and height limits should be fined, and prohibited from onward travel unless the excess load has been removed

Both proposed actions will require that existing Laws and Regulations for road traffic in The Gambia are revised to enable these needed road transport control mechanisms to be implemented as soon as possible.

4.3.4 Deterioration of the Road network - Heavy Vehicle Movement

The axle-loads of vehicles carrying goods are a key factor in the design of road pavements, which is based on “standard axles” (i.e. carrying 8.2 tonnes) and the number of times the axle is assumed to pass over the road. The deterioration of paved roads caused by traffic is due to both the magnitude of the individual wheel loads and the number of times the loads are applied.

Exceeding prescribed maximum axle loads that have been used in designing pavements, i.e. by “overloading” vehicles, not only accelerates the rate of deterioration of road pavements in the country, but when coupled with inadequate funding for road maintenance, it contributes to poor road conditions and high transport costs, (e.g. possibly 4-5 times higher than those in developed countries). As a member of ECOWAS, The Gambia has subscribed to the regional convention to limit the maximum axle load to 11.5 tonnes; however, present Gambian laws and regulations provide limited detail on the subject of vehicle overloading and sanctions to be taken by enforcement agencies.

The situation was the subject of axle load and traffic surveys that were conducted in the country in 2009. The results are as follows:

- 36 per cent of all heavy good vehicles surveyed exceeded the 11.5 tonnes, the ECOWAS axle-load limit
- for 2 to 5-axled trucks, average overloads ranged from 16 per cent to 40 per cent above the legal (ECOWAS) axle -load limit

Heavy vehicle overloading is clearly a significant problem in The Gambia and immediate steps are required to address the issue. The reasons to establish a heavy vehicle management program are three-fold, as follows:

- To assist with the preservation of valuable road assets, by reducing the rate of deterioration of existing pavements
- To assist with road safety - overloaded heavy vehicles are likely involved in a number of traffic accidents due to the fact that their mechanical parts will be overstressed by the overload and their momentum will make them difficult to stop
- To establish a “level playing field” for all freight transport service providers, including river transport, by enabling fair and equitable competition

For The Gambia to establish a heavy vehicle management program, an enabling environment will first have to be developed. This will necessarily need to include a vision (for vehicle overload control), together with a policy and strategy. One possibility would be for The Gambia to approach ECOWAS in order to take a regional approach to the issue, as has been done in East and Southern Africa.

It is evident from the recent surveys that there are many heavy vehicles from Senegal and Guinea-Bissau that conduct their business in The Gambia via Gambian roads, and that many of these vehicles are overloaded. It is envisaged that the road authorities in those countries will have similar concerns about the impact overloaded trucks are having on their road assets.

The Sub-Saharan Africa Transport Policy Program (SSATP) has been involved with the subject of vehicle overloading control in East and Southern Africa for several years and has published two useful documents that should be of use to road transport authorities in The Gambia. The SSATP “Guidelines on Vehicle Overload Control” discusses financing mechanisms (including private sector involvement), system design and procedures for cross-border overload control, and training of weighbridge personnel. The document also includes procedures and an example of a Memorandum of Understanding (MOU) between the road transport and customs agencies. In addition, from its experience in East and Southern Africa, SSATP has also published a “Lessons Learned” document that should help the Gambian road transport authorities make use of the SSATP experience in developing an appropriate, and urgently needed heavy vehicle management program for The Gambia.

4.3.5 Challenges along the Corridor

The ECOWAS agreements signed by the member states encourage that movement of freight and passengers through the respective states should, essentially be free, convenient and efficient. Driven mainly by the private sector this issue has become important in the performance of transport and trade corridors, and has resulted in improved logistic chains. Observatories have been set up along the corridors to monitor corridor performance, facilitate private sector involvement in corridor improvement projects, and advocate for the interest of shippers, transporters and other stakeholders. This is recommended on regional networks passing through The Gambia, which have been the subject of Memorandum of Understanding (MOU) between The Gambia, Senegal and Mali to strengthen the Conventions already signed at ECOWAS level.

To implement these ECOWAS requirements it calls for setting up of Corridor Management Committees (a partnership of public and private stakeholders in all corridor member states) for facilitating the provision of efficient transport services along the length of the corridor and its hinterland. Currently, the complaints by operators along the Gambia/Senegal/Mali corridor include:

- The numerous checkpoints along the corridor
- Occasional closures of the borders for periods of days or weeks
- Inefficient transit arrangements and slow paper work
- Overloading of trucks, including those involved in international transport operations
- Long stops and queues at ferry crossings
- High unauthorized charges at checkpoints and at the borders
- Traffic congestion around the Port area in Banjul

A Corridor Management Committee to be based on the Banjul Port as gateway has not yet been created; it is crucial and Government should put more pressure on its partner states using the Banjul Port to set up such Committee for facilitating transit traffic movement with the following main responsibilities in their advisory role:

- Facilitating the removal of physical and non-physical barriers to goods and

persons transiting along the Banjul Port based corridors

- Setting up stakeholders' network
- Monitor corridor performance through observatories
- Corridor promotion
- Advocacy for infrastructure improvements

Key issues as below, necessary in implementing the legal instruments will to a large extent determine the membership of the Corridor Management Committee that would address particularly the problem of overloading:

- Transit facilities and procedures
- Harmonization of customs procedures and documentation
- Border post facilities (One Stop Border Post), management and operating hours
- Road infrastructure provision and maintenance
- Road Transport Policy
- Road Traffic and road traffic law enforcement
- Axle load control
- Transportation of hazardous materials
- Road Safety
- Development opportunities along the transport corridor

4.4 Regional and Sub-Regional Cooperation in Road Transport

Within the context of the African Union's Agenda 2063, and New Partnership for Africa's Development (NEPAD's) Program for Infrastructure Development for Africa (PIDA), African Leaders have recognized the importance of regional integration for supporting Africa's development and have consistently expressed political consensus to build a common market for goods and services. This can only be achieved through free movement of people, goods and services using various transportation modes but particularly Road Transport.

To ensure this, there must be a functional Transit System governing the inland movement of goods from their origin in the transit country (generally a sea port) to their destination (generally a clearance destination in a landlocked country). To this end, common guidelines have been developed to provide for the harmonization of national transport policies, laws, regulations, commercial practices, compatibility of infrastructure, administrative requirements, transport services, vehicles across borders, etc.

To further strengthen this, Regional Economic Communities (RECs) like ECOWAS have adopted a number of regional agreements with reference to international practices and rules in the field of road transport and cross border customs. These agreements have inspired most landlocked and transit countries to conclude bilateral agreements to make the transit system "interoperable". It is within this context that The Gambia has entered the tri-lateral agreement (Gambia, Senegal, and Mali) under the auspices of the ECOWAS.

For The Gambia, maintaining good relations with its key adjacent country partners in the West Africa sub region for the road transport sub-sector is essential in ensuring cross-border agreements with trade facilitation to benefit The Gambian interests. In this regard this Policy emphasizes that long-term agreements are maintained with them to permit trucks to operate in each other's "territories".

However, it may also be important to seek assistance from ECOWAS in order to deal effectively (and possibly on a regional basis) with the important issue of controlling overloading of heavy trucks and the means to address this issue at border-crossings.

4.5 Regulation of the Road Transport Sub sector

In the 1998-2006 NTP, Government was committed to creating a National Transport Agency (NTA) under MOTWI to regulate Road Transport but due to financial constraints among other reasons, it still has not been created. The technical capacity for regulation is therefore not in place. Nonetheless, in the absence of the high - level NTA, Government will consider creating a Unit within MOTWI, and training officers of the Unit in the necessary technical skill to become effective technical and economic regulators to enhance the effectiveness of regulation of road transport services. In addition to this Unit, three other Units will be created to be responsible for policy development, sector planning, and road safety, (see proposed organogram in Appendix 2).

Meanwhile, within the road transport services, regulation involves licensing of vehicles for specific type of service; issuing of various categories of drivers licenses, formulating and reviewing code of conduct for providers and users of transport services, overseeing investigations in road accidents, and monitoring national and international benchmarks in service provision.

Currently, MOTWI and the Police provide the regulation of the privately operated public transport services to improve passenger and freight services for safety, terminal and en-route facilities for inter-urban services, and to ensure that the operators are appropriately licensed and the vehicle is road worthy and comply with all traffic regulations. The regulatory environment also includes measures to control stationary vehicles, giving priority to persons over motor vehicles, and preference to mass transit public transport systems; off street and on street parking regulation, safe stopping areas along the streets, loading and unloading zones, and public transport and commercial vehicle terminals, among others.

It will be emphasized that enhanced traffic laws and regulations need strict enforcement by the Police to complement other traffic management measures at intersections and thereby improve, particularly urban traffic circulation in the GBA. However enforcement of regulations is a recurring problem.

An important issue that needs to be addressed is that the Public Utilities Regulatory Act (PURA), 2001 (Part 1 Section 2 (1) states “transport service” means a service in relation to transport provided on land, water or in the air”. Effectively, this mandates PURA to regulate road transport rather than the MOTWI. It is therefore crucial to address this lapse in the regulatory framework for transport.

In addition, the triple role of the police in vehicle testing, issuance of driving license and enforcement of regulations creates conflicts in roles, and needs to be addressed. In this regard, Government will develop a new regulatory framework that will devolve the three functions to the Unit within the MOTWI to be responsible for regulating the transport sector. The Police will be responsible for only enforcement of the regulations. In the medium to the long term, prosecution for traffic offences will also be the responsibility of MOTWI.

Economic Regulation of road transport is with respect to avoiding monopoly or oligopoly situation for which the price, investment and service quality commitment of operators require supervision to protect transport users. At the same time, it is the obligation of Government to create an enabling environment to ensure

that the rights of the transport operators that enter the transport industry under a liberalization regime are protected.

In this context, Government ensures that tariff setting is market based and geared to cover all costs with some return on investment and that services meet the required standard. In case of increases in any element of cost such as fuel or spare-parts, the Association and/or Union engage the Government Committee in this regard for a negotiated and agreed fare.

4.6 The Urban Transport Subsector

With the rapid rate of urbanization due mainly to the continuous rural-urban migration, the GBA presently hosts more than 50 per cent of the national population, putting more strain on the transport system and ultimately affects the productivity of the economy of the area. There is currently growing traffic congestion road trauma and air pollution, and Government therefore needs to improve urban transport and land use planning.

Given that rural-urban migration is an accepted phenomenon in the country, and that towns are going to continue to grow bigger, it is necessary to conduct long term transport needs studies, particularly for the GBA. The studies should be within an urban framework based on future land use plan in order to contain the current sprawl of the Banjul-Brikama area. It is important that any further development of urban transport infrastructure in the GBA should be based on an integrated land use and transport planning approach. However, the GBA land-use plan, which should facilitate this process is out of date, and requires to be updated. This will enable effective planning between the CBD and residential areas, and the transport system that would respond efficiently to urban mobility needs. This will also assist in addressing the safety of residents in urban areas, which is reliant in the first instance on land-use planning that minimizes traffic conflicts, including between motorized and non-motorized modes.

In addition, Government will need to improve the hierarchical road and integral drainage systems for the benefit of road users in big towns, but particularly in the GBA where this has become an urban transport challenge. There is no hierarchical road system (a network of arterial, collector and local roads), established for the GBA and other emerging towns; this would have formed the basis on which the NRA can delegate some local roads to lower Agencies such as the Municipal Councils and Local Councils, whilst the arterial and collector roads could be the responsibility of the NRA.

4.6.1 Traffic Management Within the Central Business District (CBD)

In the short to medium term, traffic laws and regulations need to be enforced by the Police more forcefully, and with traffic management measures at intersections, the flow of traffic in the GBA can be better improved. In the long term, (especially with the increasing rate of urbanization) for efficient traffic management within the CBDs in the GBA, it is necessary to plan ahead for a Bus Rapid Transit System, which could be the core of the transport plan for GBA. This will maximize accessibility to the CBD destinations with high impact solutions such as bus priority lanes/exclusive bus lanes; removal of on street parking; signalization at intersections; one way streets and widening of road infrastructure for improved capacity. This would also require the introduction of road hierarchy that identifies primary distributor roads linking arterial roads for inter zonal traffic and collector roads used for intra zonal traffic movements.

To achieve this will however need the building of appropriate public sector institutions for urban transport regulation and partnering with the private sector concessionaires for operation. This system of operation and improvement will be based mainly on four actions:

- vehicular traffic control improvement
- vehicular flow control by parking policies
- development/improvement of traffic control centers
- improvement of intersection traffic management system and signal management

It is important that all these issues be considered as vital components of a Greater Banjul Land Use/Transportation Plan. Currently there is a large volume of trucks servicing the Banjul Port and its immediate area, and these can further exacerbate the congestion in the city, some using the streets to load and offload. However, dedicated truck depots have been identified at the outskirts of Banjul, at the entrance to the Bund Road, where all trucks are parked, and would only enter Banjul to load or offload. The other dedicated park is at Abuko. These include trucks for transit traffic to Senegal, Guinea Bissau and Guinea Conakry. Here is one area where inter-sectoral coordination can be tried, both for the Banjul Port Master Plan and Greater Banjul Transportation and Land Use Plan. It would leverage the overall efficiency of the transport system in servicing the GBA and the Banjul Port.

Regarding the management of passenger and freight within the Banjul Municipality a few dedicated areas have been provided for the mini-van taxis and “gele-gele” that do runs between Banjul and the Kanifing/Brikama municipalities. To ride on these, one would need to go to these hubs where they all tend to stop. Very often however, the small 4- passenger yellow and green taxis do not use these designated areas; they would rather park outside them, or park along the main street to pick passengers.

Similarly, there are dedicated areas for the mini-van taxis and the “gele gele” within the Kanifing business district, and they are well known by prospective travelers. The taxis queue to take passengers (up to the maximum number allowed) before they depart to their respective destinations (inter regional mostly, but also within the same region). Hence these areas are given the names of their ultimate destinations, e.g. “Basse Garage”, “Soma Garage”, “Bakau Garage”, “Gunjur Garage”, etc. Often drivers squeeze four or five (children are theoretically infinitely miscible) people onto a row meant for three or four, irrespective of the authorized number of passengers per vehicle.

On the other hand, small yellow and green 4-passenger taxis operating within the KMC area do not have officially dedicated areas as hubs or taxi parks; they would create hubs anywhere convenient for them. Consequently, there is a proliferation of unauthorized taxi hubs in the KMC, and this is another cause of the congestion on the roads, especially where the hubs are located within busy business districts with a lot of pedestrian traffic. Clearly there is need for the Municipalities of KMC and BCC in particular to create dedicated areas for the taxis plying these routes. The Municipal authorities could resort to buying private properties and turn them into taxi parks with all the necessary amenities; the cost of maintenance will be from the daily collections. This will help ease the traffic congestion on the streets.

4.6.2 Non-Motorized Transport (NMT)

This sector consists of all forms of non-motorized transport including walking, bicycles, push carts, wheelbarrows and animal drawn carts. This form alleviates congestion, cuts travel time, increases

mobility at low cost, promotes fitness and is environmentally sound. Unfortunately, motorists fail to recognize and respect cyclists, and this makes cycling especially dangerous.

The inherent dangers on the urban roads have been exacerbated by the rapid expansion of private motorized trips (taxis, private vehicles) to such an extent that non-motorized traffic need to be protected. However, infrastructure for NMT in urban centers is inadequate, and there is also a lack of safety measures for operators; hawkers exhibit their wares, usually encroaching on the few facilities such as bicycle paths that are available. There is lack of appropriate legislation for NMT operations.

In this regard, this Policy will ensure that the road environment enhances the safety of road users and that the regulations are appropriate, enforced consistently and effectively, and are supported by adequate traffic signs, road markings, and infrastructural improvements.

4.6.3 Public Transport and Physically Challenged

The current transport system is not inclusive enough, and thus does not provide participation of all members of the society including the elderly and physically challenged. In The Gambia most of the obstacles these people face involve access to public transport. It will be noted that transportation provides a vital lifeline for people with disabilities to access employment, healthcare, and community life, but the current infrastructure in the country is not user-friendly. Sometimes wheel chair users are not only asked to pay extra fares, but also asked to pay for the wheelchairs.

There is a general lack of service delivery for disabled customers due to the design of the transport network, services and operating systems resulting in the absence of disability-friendly infrastructure such as pavement ramps. The situation is compounded further because public transports in this country are not designed to provide space for wheelchairs so that disabled passengers can travel in the comfort of their wheelchairs.

Given the above, an integrated transport system, encompassing accessible public transport, public transport infrastructure and a barrier-free pedestrian environment is essential in order to deliver comprehensive civil rights for disabled people. In the course of implementation of this Policy Government will put in place strategies that will ease and facilitate the inclusion of pedestrians and persons with disability.

4.7 Rural Transport

The 2009 network survey carried out under the European Development Fund (EDF) support indicated that the rural roads totaled 2,500km (about 65 per cent) of the national road network. The rural road network has expanded considerably since the early 1990s, much of the increase being in rural feeder roads while the first two tiers had remained almost stable.

The key issues that need to be addressed within the rural road network program are essentially:

- Poor institutional framework for construction, maintenance and management of the rural road network
- Lack of involvement of the rural people in the construction and maintenance processes

- Inadequate funding for both construction and maintenance of the rural roads
- Need for Government to develop a rural transport strategy that includes both institutional arrangements and funding mechanisms

Most of the rural feeder roads were built by the United Nations Sahel Organization (UNSO) over the period 1978-1985 and the EDF over the period 1992-1997. Currently, there is no standard for the construction of rural roads in the Gambia, most rural roads characterized by the use of gravels; in fact the use of gravel in some rural roads has contributed to their early deterioration.

The current state of the rural feeder roads is in very poor condition, and no recurrent or periodic maintenance had been undertaken on most feeder roads network since their construction in the mid-eighties and late nineties. The poor state of the feeder roads constrains access to economic opportunities and social services for the rural population, and its condition aggravates vehicle operating costs and increases passengers travel time which is a serious burden on the economy.

Cognizant of the importance of maintaining a good rural road network, Government is revitalizing a rehabilitation program on the most trafficked part of the rural road network prepared under the EU/TA program to bring part of the rural network to good condition. It was initially planned to cover about 240kms, but was not implemented due to the poor relations between the EU and the Government at the time. However, as part of the new Government's drive to promote economic growth and provision of social services in the rural areas, about 500km of rural roads have now been identified during the period of the NDP (2018 -2021) for implementation. The construction and rehabilitation of the rural roads is necessary if the agricultural transformation agenda and the all-inclusive growth agenda of the new Government are to be achieved.

In addition, it will be recommended that in the planned program of work for the rural road network, local communities are involved to build expertise in rural areas in maintenance of roads as part of Government's labor-based approach in road maintenance works.

Inadequate funding for maintenance of rural roads has resulted in almost total collapse of the rural road network. Local Area Councils have seen, over the years their sources of revenue whittled away to GRA, GTB, etc. to a point where they cannot carry out simple road maintenance work within their jurisdiction. In certain districts, the Local Area Councils have been able to construct or repair only one or two culverts (under emergency circumstances) in three to five years. Other subventions from Government to offset the deficit in their budgets (equalization budget, conditional budget) have not been forthcoming; even the annual payment of 25 per cent of their development budgets have not been paid for more than 20 years. Clearly, without support from NRA the rural roads under the Area Councils will continue to deteriorate.

4.8 Road Safety

Safety is one of the guiding principles of the NTP, and road safety presents a particularly serious challenge. The institutional framework currently for road safety is very weak. There is need for a road safety policy and a strategy with clear targets and realistic action plans that are implementable. The Government is committed to new institutional management arrangements that are capable of delivering significant road safety improvements, and enforcing adequate safety standards to ensure that the

transport system as a whole will not inflict excessive damage to the individual, nor to the Gambian society as a whole.

The road safety situation has been deteriorating sharply in recent years, even though there is under-reporting of traffic accidents. Table 4.5 indicates the number of motor traffic accidents nationwide, from 2010 to 2015 categorized by gender and accident type (fatal accidents, serious injury accidents, minor injury accidents, and non-injury accidents). According to this Table, there were 415 accidents recorded nationwide in 2010. It doubled in 2011 to 853, stayed above 800 and peaked to 875 in 2014, dropping to 729 in 2015.

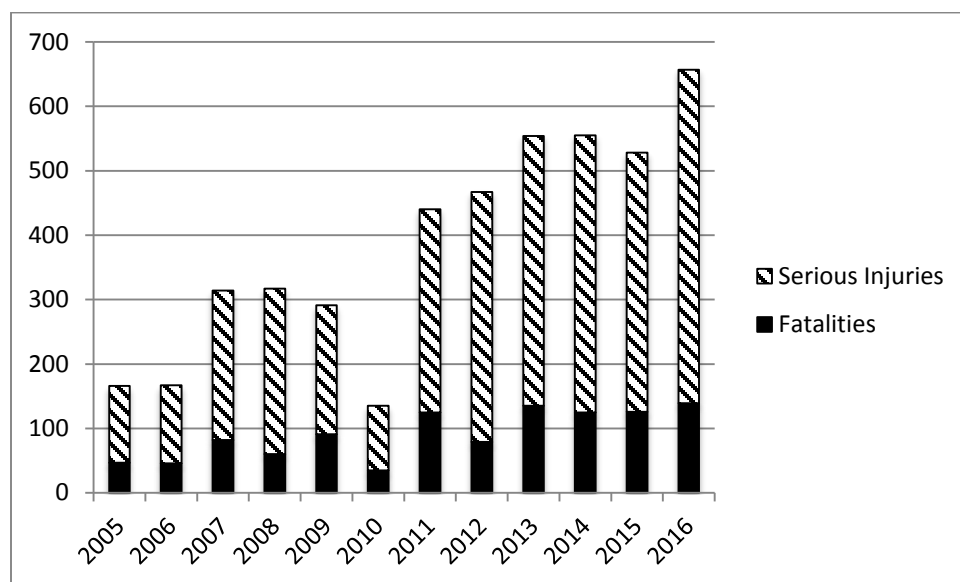
Table 4.5: Countrywide Motor Traffic Accident Statistics 2010 - 2015

Number of persons killed or injured												
	No of accident cases recorded	(a) Fatal accidents	Person involved (sex)		(b) Serious injury accidents	Person involved (sex)		(c) Minor injury accidents	Person involved (sex)		(d) Non-injury accidents	Total number of persons killed annually
			M	F		M	F		M	F		
Year												
2010	415	26	25	10	82	67	33	106	71	49	201	35
2011	853	93	101	24	211	222	93	245	185	100	304	125
2012	805	69	60	19	217	266	122	343	296	130	176	79
2013	804	95	79	56	243	248	171	247	223	107	219	131
2014	875	105	91	34	300	273	157	305	253	201	165	125
2015	729	87	89	37	244	265	137	247	217	128	151	126
Total	4,481	475	445	180	1,297	1,341	713	1,493	1,245	715	1,216	621

Source: Gambia Police Force Annual Statistics Returns – GBOS Statistical Abstract

Figure 4.1 highlights graphically the escalation of the problem over 12 years, from 2005 to 2016. Reported fatalities and serious injuries have jumped 169 per cent from a three-year average of 216 in 2005-2007 to 580 in 2014-2016.

Figure 4.1: Countrywide Motor Traffic Accident Statistics – 2005 - 2016



This dramatic increase in road trauma is attributable to rapid increases in the motor vehicle fleet and traffic in the country. With an ageing vehicle fleet, low levels of enforcement of the traffic laws and regulations, and roads which provide little safety protection for users, the road traffic system simply cannot cope. The current crash and injury data systems in the country need significant improvement to fully address the problem.

To further understand the problem, two studies were reviewed which more fully analyzed crash data from five Police stations, and data from two major trauma hospitals.⁹ These studies confirm critical road safety issues which are also observable in other Sub Saharan countries:

- Approximately half of all fatal and serious crashes involve pedestrians
- Approximately half of all road traffic injury victims are under 25 years old
- One in five road traffic injuries occur to bicyclists and motorcyclists
- Commercial vehicles are involved in approximately 60 per cent of crashes
- Speeding was reported as a contributing factor in approximately 80 per cent of hospital cases
- One in three of all injured patients treated at hospitals are road traffic victims

The current safety situation is unacceptable. A new approach is required to reverse the current trend and protect all those who use the national road network.

4.8.1 Major challenges for road safety

There are a number of fundamental challenges for road safety in Gambia which need to be addressed, and these include:

⁹ E Sanyang, C Peek-Asa, P Bass, T Young, B Daffeh and L Fuortes (2017) "Risk Factors for Road Traffic Injuries among Different Road Users in the Gambia", *Journal of Environmental and Public Health*, Volume 2017. C Keum (2016) "Analysis of road traffic crashes and injury severity of pedestrian victims in the Gambia", A thesis submitted in partial fulfillment of Master of Science (Epidemiology), University of Iowa.

Insufficient road safety management capacity

MOTWI currently has the responsibility for overseeing and/or coordinating all road safety activities supported by a stakeholder committee. However, the committee meets only on an ad hoc basis to plan and implement various road safety activities, and MOTWI is grossly under-staffed in this area which means it is difficult to make a meaningful impact. A new Road Safety Unit needs to be established in the Ministry to coordinate the national road safety effort. Government needs to give the necessary legislative support to MOTWI as the road safety lead agency to establish clear lines of authority and define the responsibilities of other involved agencies.

Lack of Road Safety Champions

High-level commitment to improve road safety seems to be lacking in the country, and it is too easy to avoid sometimes unpopular decisions in the interests of the safety of the whole community. The various arms of Government responsible for road safety need to be brought together in a more structured governance body, to provide a single line of road safety advice, and ensure effective coordination of various road safety activities.

Lack of sustainable funding

Funding is a major constraint to road safety. Road Safety until the year 2017 has not been funded through the national budget when a modest amount of D3 million was budgeted. Interim funding arrangements for road safety need to be made through the Road Fund. This then needs to be backed up with new law, based on a more systematic investigation of ongoing funding sources, such as an additional safety component added to the fuel levy or compulsory vehicle insurance premiums.

Weak legal framework

The country lacks a modern legal framework for road safety. This includes institutional issues such as its financing, but extends through to major deficiencies identified in speeding and drink driving legislation which impede effective road safety enforcement. Systematic upgrades in regulatory frameworks and systems are needed and would produce significant benefits in driver licensing, transport operator safety, and vehicle safety.

Lack of enforcement capacity

It is generally accepted that there is insufficient enforcement of existing regulations by Police, which reflects low levels of specialist training and operational practices in this critical area of public safety. The traffic policing function needs its own capacity building focus, in order to be mobile, equipped with necessary communications technology, as well as speed and alcohol enforcement equipment. Traffic crashes are a major public health issue, and the Traffic Police has an essential prevention role to play.

Ineffective Data Management

Improving road safety requires data to facilitate evidence-based policy formulation and develop effective prevention strategies, as well as to monitor trends in fatal and non-fatal injuries. Therefore, the Police need to attend more road traffic crashes, collect better information, and have access to an electronic database of crashes which can be searched and analyzed.

4.8.2 The Way Forward - Critical Road Safety Steps

There has been a significant deterioration in road safety in the country in recent years, and it is creating a heavy burden on the country's economy and its people. Greater focus is needed on road safety management processes to build a credible response to the crisis. In light of the ultimate transport safety goal, some critical and significant steps forward are required urgently, and these include:

Leadership and governance: a dedicated Road Safety Unit needs to be established in MOTWI, and this needs to support a new governance group comprising the senior-most agency leaders to focus on how to turn the current situation around. Over time, a separate road safety agency is envisaged.

Preparation of longer-term road safety strategy: while this National Transport Plan has identified critical road safety issues affecting all arms of government and sections of society, a more specific road safety strategy is needed to provide greater direction and make the most of the current national efforts.

Capacity building: as the Road Safety Unit is established, capacity building and professional training in road safety will be vital, and needs attention across all major agencies, such as the NRA, the Police, and the Ministry of Health.

Infrastructure focus on pedestrian safety: the provision of footpaths and safe crossings on major roads needs to be given priority, particularly in urban areas; motor vehicle speeds need to be physically reduced in areas of high pedestrian traffic, including around transport stops.

Safety-led reform of regulations and regulatory systems: there are major gaps reported in critical areas of road transport regulation; priority should be given to reviewing and implementing change programs in driver licensing and transport operators particularly, and vehicle testing.

Improved data collection and analysis: improvements are needed to crash data processes, including better collaboration between the Police and the Ministry of Health in road traffic data collection and management.

Sensitization: all government and community leaders, and organizations with concern for the health and welfare of Gambians, need to be sensitized and informed about the road safety crisis in the country, that road traffic fatalities and serious injuries are completely preventable, and that their leadership or organizational role in raising and tackling the issue is vital.

4.9 Inter-modal Planning and Coordination

The country's planning and decision making in the transport sector continues to focus almost exclusively on improving individual modes, with very little attention paid to how improvements in one mode affects others. Road agencies, for example, focus only on urban, rural, and trunk roads. As a result, lack of attention to providing effective interfaces between road and ports has contributed to truck congestion outside port gates.

Only few forms of inter-modalism are being practiced in this country, including the transfer of freight from truck–barge and bus/truck–ferry transfer facilities. The establishment of an intermodal framework where road, inland water and pipeline transport (should the Gambia's petroleum sector take off) and logistics services coexist and complement each other will provide a broader range of options to shippers

and users. An intermodal arrangement will reduce road deterioration caused by petroleum tanker trucks, and will cut transport costs, congestion, and accidents while lessening any negative impact on the environment.

With the setting up of the proposed Units at MOTWI, one of which (Transport Policy Office) is to be responsible for the preparation and implementation of the NTP, the office will take charge of the planning and coordination of all transport policy matters at the national level, including intermodal coordination and coordination with other Government institutions.

4.10 Road Transport Policy (RTP): Mission, Objectives and Strategies

4.10.1 Mission

In line with the overall mission of the national transport policy, the mission for the Roads, Freight and Passenger Policy is:

“To develop and maintain the road infrastructure network that supports the short-term, medium term and long-term expansion of the productive capacity of the economy and provide an enabling environment for the development and maintenance of Gambia’s transportation system through effective policy formulation, market regulation, and service provision and will assist in the improvement of the living standards of the Gambian population.”

4.10.2 Policy Objectives and Strategies

To realize this mission, the MOTWI will pursue the following objectives and strategies:

RTP POL 1: Government is committed to maintaining and developing the road infrastructure network, prioritizing maintenance above construction of new road infrastructure for the sustainable economic development needs of the country

Strategies:

- Prioritize road maintenance and safety above construction of new road infrastructure
- Adopt a staged program in road rehabilitation by sequencing – (a few roads are first brought to desired standards while the remainder are restored to a minimum maintenance level for a temporary period)
- Provide “all-weather” access roads to important communities and other areas with concentrations of population on a “cost-effectiveness” basis
- Provide “all-weather” road connections with neighboring countries at all major points of entry
- Provide “all-weather” access roads to areas of economic development priorities such as agriculture, tourism and industry
- Create local Road Works Committees at the level of the Area Councils to coordinate and oversee local road maintenance programs

RTP POL 2: The Government will actively support a training program that will build the required national capacity in road works

Strategies:

- Train NRA staff in specific areas: material engineering, quantity surveying, structural engineering, procurement, pavement management systems, contract administration, etc.
- NRA to build the capacity and skills of other relevant partners including the Municipalities and Area Councils
- Develop training courses at the Gambia Technical Training Institute (GTTI) and UTG aimed at improving the current level of expertise in road maintenance and construction
- Enlist candidates in ongoing capacity building programs such as Gamworks.

RTP POL 3: Provide a sound and stable financial basis to maintain the road infrastructure in good condition

Strategies:

- Provide the necessary financial resources (including of road user charges, fuel levy) into the National Road Fund
- Request from MOFEA to disburse the revenues due to the Fund regularly and in a timely manner
- The Fund to provide in an equitable manner, resources for allocation to local area councils and communities (for use on prioritized rural feeder roads), to municipalities (for allocation to urban roads), and to NRA (for allocation to primary, secondary and feeder roads) according to traffic and other agreed plans
- Introduce other road user fees and levies (especially for foreign vehicles using Gambia's road network)
- Introduce toll charges at relevant sections of the national road network including the Yeli tenda/Bamba tenda bridge
- Government to continue strengthening its bilateral cooperation with the existing partners, and to seek new ones to support the national road network

RTP POL 4: Establish and maintain sound programmatic maintenance planning and budgeting systems and procedures

Strategies:

- Maintain and update a database of the road network for the country
- Undertake engineering or traffic studies and surveys necessary to monitor the condition of the national road network and its usage
- Keep adequate cost records and operate a management information system
- Undertake a program of staff training and building of institutional capacity within the country through the training of both private contractors and staff of municipal road maintenance teams
- Encourage and support the use of labor based maintenance techniques

RTP POL 5: Strengthen management of roads by provision of a proper institutional framework, effective systems and procedures, and strengthening managerial accountability

Strategies

- Rationalize and define institutional responsibility for hierarchy of roads in order to improve efficiency, transparency and accountability
- Clarify institutional responsibilities by clearly establishing who is responsible for what
- Fund Municipal road maintenance from Roads Fund
- Harmonize NRA Act which mandates NRA as being responsible for all national roads, and the Local Government Act, which assigns responsibility to local Area Councils for maintenance of local feeder roads

RTP POL 6: Increase the role of the private sector in road construction and maintenance

Strategies:

- MOTWI to facilitate creation of Contractors' Registration Board for classifying civil works contractors
- Provide support to local contractors to meet pre-qualification requirements for upgrading and rehabilitation works
- Implement road maintenance by allocation of long term maintenance contracts to private companies rather than using force account

- Encourage the private sector to set up equipment leasing companies
- Create an adjudication board for settling disputes
- Encourage licensing of construction equipment as bank collateral and the provision of mobilization advances for private contractors

RTP POL 7: MOTWI will facilitate the capacity building of small-sized local contractors to perform road construction and maintenance works

- Use labor-based methods for small scale enterprises to enable them participate in maintenance of rural feeder roads
- NRA/GAMWORKS to facilitate training programs to develop capacity of labor-based contractors
- Sub-contract big civil works to locals, packaging works to allow participation of local firms in the tendering process
- MOTWI to look into possibility to provide road maintenance equipment to the local contractors on a rental basis to facilitate their take-off (at least as a stop gap measure)
- Facilitate provision of soft loans to local contractors to enable them to procure equipment
- Train local contractors and Government agencies involved in joint implementation of road works (both at the technical and the managerial levels)
- Streamline contractual regulations and introduce simple contract documents with appropriate clauses on the treatment of workers, and the procurement of specific tools and light equipment

RTP POL 8 Provide support and supervision to other institutions and entities in road infrastructure development and maintenance

Strategies:

- Support the Municipalities and Area Councils (with funds from the Road Fund) and expertise in the maintenance of the roads within their areas
- Develop MOU with Government Ministries and any other entity (including the private sector in matters relating to road works funded under their mandates such as feeder road programs to and from production centers)

- NRA to develop and advocate a program of sensitization for the need for consultation during the planning, designing and implementation of feeder roads within the sectoral programs

PASSENGER AND FREIGHT TRANSPORT POLICY (PFT)

PFT POL 1: To create an enabling environment where local investments in the sector can be encouraged and protected

Strategies:

- Liaise closely with local transport Association and/or Union to promote effective and efficient operation in the sector
- Explore tax reduction on new vehicles, spare parts, etc.
- Conduct rigorous roadworthiness tests annually
- Age limit of second hand vehicles to be capped to not more than 10 years old

PFT POL 2: Control and manage movement of traffic on the national road infrastructure to avoid deterioration

Strategies:

- Enforce both national laws and regional protocols (including axle load) of the ECOWAS Protocol related to overloading of freight trucks
- All vehicles intending to transit The Gambia to pay transit fee – into Roads Fund to pay for the maintenance of the road network
- Fine all vehicles using Gambian roads (national or foreign vehicle) that exceed the prescribed maximum axle load and height limits from onward travel unless the excess load has been removed
- Review existing traffic laws and regulations to enable the above to be implemented
- Introduce weigh bridges at strategic locations along the corridor
- Introduce Heavy Vehicle Management Program for vehicle overload control
- As a Contracting Party, The Gambia to approach ECOWAS in order to take a regional approach on the issue of exceeding prescribed maximum axle load

PFT POL 3: To participate in Regional, sub regional cooperation in the field of transport

Strategies:

- Implement the bilateral/tripartite agreements (Gambia/Senegal/Mali) to facilitate movement of traffic in each other's territories

- Seek support to identify options for better Corridor Management within the road networks that use The Banjul Port as gateway
- Within the context of ECOWAS Gambia to be involved in developing a sub-regional program on Heavy Vehicle Management
- Gambia to ensure effective implementation of all relevant sub regional (ECOWAS) international protocols pertaining to the free movements of goods and person and cross border transport
- Gambia to ratify the key international convention related to inter states transportation, border management and transit trade facilitation.
- Gambia to create relevant committees that will promote policy dialogue among the stakeholders within and across the country including a national Transport and Transit Facilitation Committee , a National Trade Facilitation Committee

URT POL 1 Government will prioritize the improvement of the management of the urban transportation system within the CBDs to enhance urban transport planning and safety

Strategies:

- Rationalize and define institutional responsibility for hierarchy of roads in order to improve efficiency, transparency and accountability
- Introduce hierarchical road system for the GBA and other emerging towns
- Conduct studies with a view to developing a GBA Land Use/Transportation Plan to enable effective planning between the CBD and residential areas, and the transport system
- Municipal Governments will allocate land on which to build dedicated taxi hubs and truck depots in the municipalities and Local Area Councils

URT POL 2: To Regulate the Urban Transport Services

Strategies:

- Review existing laws aimed at defining role of Government in the sector as a facilitator regulator, and enforcer
- Review existing laws and regulations to define role of national transport associations
- Review traffic laws with regard to urban traffic safety and transport including NMT and " physically challenged

- Provide adequate safety laws and regulation for NMT operations
- Specifically review the PURA Act, 2001 to disengage it from regulating national road, maritime and air transport

URT POL 3: To support private sector participation in the urban transport sector

Strategies:

- Create incentives for private sector operators to invest in public transportation including partnering with the private sector concessionaries for operation by providing bus lanes, parks, stops, etc.
- Provide tax breaks, duty free import of spare parts, etc.

POLICY ON NMT AND PHYSICALLY CHALLENGED

NMTDP POL 1: MOTWI will improve facilities and regulations for NMTs

Strategies:

- Facilities to be provided for pedestrians, disabled road users, cyclists and animal-drawn carts where warranted
- Restrictions to be placed on the use of animal and hand-carts where warranted
- Police to enforce new regulations
- Non-motorized transport infrastructure shall be developed to improve affordability and accessibility for urban and rural communities
- Rehabilitate and free from encroachment existing NMT routes
- Raise awareness of benefits of NMT especially the use of bicycles and pedestrian safety starting with schools and other educational institutions
- Carry out surveys to determine user needs and, where required, incorporate NMT facilities in infrastructure planning and development
- Strictly enforce regulations including penalties to discourage encroachment on existing NMT facilities

NMTDP POL 2: Government to create the environment that would ease and facilitate the inclusion of physically challenged within the national transport system

Strategies:

- NRA to build appropriate infrastructure for use by pedestrians and the physically challenged
- Public transports that operate a fixed route service to provide paratransit services
- MOTWI to encourage public transport operators to purchase or lease vehicles that are accessible by disabled persons, and good faith efforts must be demonstrated with regard to the purchase or lease of accessible used vehicles
- Make considerations for disabled people in ferry design as well as terminal facilities
- GCAA to maintain industry “best practices” in the area of service to the disabled person particularly wheelchair travelers to and from the aircraft at BIA
- Carry out (in consultation with the National Commission for Women & Children and Disabled Persons Association) sensitization and educational programs aimed at changing the attitudes and behaviors of the public and staff of public transport towards disabled persons
- Observe the equal opportunities Act

RURAL TRANSPORT POLICY

RURAL TRPOL 1: To provide adequate rural roads to increase the “proportion of the rural population who live within 2 km of an all-season road” and to promote economic growth and provision of social services aimed at reduction of poverty

- Include a specific allocation annually from the Road Fund for purpose of maintenance of the rural roads
- Establish a Local Roads Authority in all Local Government Councils to include NRA, and local communities to participate in the planning for rural road maintenance
- NRA to develop a program of labor-based road improvements for rural roads, with the aim of supporting important economic sectors (e.g. agriculture), and to build capacity within the local road construction industry;
- Encourage the municipalities and local communities to ensure that the development, rehabilitation and maintenance of rural roads receive timely attention; informing NRA in good time the requirements of each locality through the appropriate representative body

- NRA to coordinate sharing of knowledge, lessons learnt , and practical experience as an integral part of a capacity building process for local practitioners
- Establish “Transport Units” in each regional/local Government area to participate in the construction and maintenance of rural roads to enhance capacity building of the people involved
- NRA , in consultation with the Municipalities and Area Councils to develop a 10-year rural road development program

RURAL TR POL 2: Government to fully involve local communities in the rehabilitation and maintenance of the rural road infrastructure

- Establish a “Rural Road Committee Fund” overseen by a multi-sectoral “Road Fund Committee” to advise on sites and areas requiring attention.
- Encourage communities to create self-help initiative ‘Tesito’ with material and technical contribution from Government

4.11 Road Safety Policy - Mission, Objectives and Strategies

4.11.1 Mission

Given the scale of the national road safety problem, the mission for the Road Safety Policy is:

“To significantly lift the attention and effort of government agencies and the community to the major economic and social losses associated with road traffic crashes, establish essential governance and management mechanisms to address the problem, and focus on key interventions to reduce the rate of increase of road trauma, then stabilize and reduce the number of fatalities and serious injuries suffered by Gambians on the road”.

4.11.2 Policy Objectives and Strategies

To realize this mission the following objectives and strategies will be implemented:

RSP POL 1: Government is committed to significantly reducing road traffic fatalities and injuries

Strategies:

- Create a Road Safety Unit within MOTWI to perform the lead agency function for Gambia and coordinate all aspects of Road Safety
- Establish a new cross-agency governance group for road safety, the Gambia Road Safety Committee, under the Chair of the Permanent Secretary of MOTWI, with the Secretariat provided by the new Road Safety Unit

- Prepare a longer term road safety strategy to provide more specific direction and support for various agencies and stakeholders
- Work towards establishment of a dedicated road safety agency, possibly in association with motor vehicle regulation functions.

RSP POL 2: Strengthen road safety management systems

Strategies:

- Modernize the collection, management, and analysis of road safety data to improve targeting, monitoring, and evaluating road safety activity
- Introduce levies on compulsory vehicle insurance premiums
- Allocate at least 5 percent of Road Fund for road safety activities endorsed by the Gambia Road Safety Committee
- Encourage financial contributions from international development partners and private organizations
- Build professional road safety capacity across all major areas of activity including safe roads, traffic law enforcement, and post-crash response
- Encourage civil society organizations, and the private sector, particularly insurance companies and organizations connected to road transport, to be actively involved in Road Safety Activities
- Carry out sensitization programs and activities on Road Safety and establish mechanisms for communication and exchange of good practices

RSP POL 3 Introduce Road Safety Engineering Measures

Strategies:

- Introduce traffic crash prevention measures (led by NRA), working in collaboration with the Traffic Police, Ministry of Local Government (MOLG), etc.
- Introduce road safety audit procedures at all stages of road planning, design and construction, and to identify treatments on new

- Identify traffic crash “blackspots” (locations where serious accidents occur frequently) and develop/implement engineering measures to remediate the safety issues
- NRA to maintain records and evaluations of the RSA and inspections, and the results of remediation undertaken (e.g. types of measures, costs vs benefits, etc.)
- Upgrade infrastructure safety standards relating to safety of pedestrians, and safety in urban areas particularly, as well as more generally to issues such as traffic signs and road marking and environmental issues relating for example to areas prone to flooding, drainage, air pollution and dust.
- Reduce the number of conflict points on all road types to improve operational safety, aid traffic flow, and protect NMTs and pedestrians including persons with disability
- Designate “safe-stopping off-road areas” on all major roads to promote the safety of public transport services and their users (through pedestrian infrastructure for example) and assist with efficient traffic flow.
- Coordinate with Utility companies when they are planning for works involving breaking of road surfaces to ensure that all works are reinstated to the existing standards, and to the approval of NRA

RSP POL 4 Strengthen road safety laws and enforcement

Strategies:

- Review laws and regulations relating to speeding and drink driving to ensure they can be easily enforced and tougher penalties apply, and increase the capacity of Traffic Police to enforce them
- Review laws and regulations relating to driver licensing, transport operator safety and motor vehicle testing and improve regulatory systems and audits to ensure compliance
- Conduct road safety education and publicity campaigns in association with new laws or enforcement activity, through public education on radio, TV, drama, Schools, leaflets, etc.

RSP POL 5 Improve post-crash response

Strategies:

- Strengthen the human and financial resources of emergency services of hospitals as well as first aid services for victims of road accidents

- Introduce a national emergency phone number or Hotline
- Provide quick emergency services for victims at crash sites to reduce the severity of injuries.
- Improve professional capacity and supporting equipment at hospitals
- Establish injury rehabilitation services

CHAPTER 5: MARITIME AND RIVER TRANSPORT POLICY

5.1 Introduction

Globally, maritime transport accounts for more than 80 per cent of trade and the exchange of goods between countries; according to the UNCTAD Review of Maritime Transport 2016, world seaborne trade volumes achieved more than 10 billion metric tonnes, of which Africa accounts for more than 833 million metric tonnes (or around 9 per cent), and it is expected to grow by 7 per cent over the coming years.

Over the past three decades, emerging trends in the global maritime and shipping industry created certain challenges for countries such as the Gambia; these trends include mergers and acquisitions which have helped to lower operational costs, and thus increase efficiency; the use of bigger and specialized carriers, and the increasing use of containers; and the streamlining of the ports of call with the hub and spoke concept. All these have increased the pressure on the maritime sector. This further means that ports such as the Port of Banjul have to readjust and create better facilities and make significant improvements in productivity in order to achieve overall gains that the economies of scale presents.

For the Port of Banjul these challenges offer an opportunity as well to implement reforms aimed at adapting to these changes. Such reforms may include policy review as well as the legal and regulatory framework; port governance and organization; infrastructure improvement (including rehabilitation of river transport infrastructure to revitalize river transport); investment in IT based administrative and data processing systems; streamlining of procedures; use of appropriate equipment and specialist human resource skills and competence.

It is against this background that the national Maritime and River Transport Policy is being updated to address these issues in order to enhance the potential for The Gambia to continue to serve as a center for trade and excellence, which would translate to lower overall transport costs and trade expansion.

5.2 Institutional Arrangements

5.2.1 The Gambia Ports Authority

The Ports Act, 1972 established the Gambia Ports Authority (GPA) to facilitate the transfer of certain Government maritime functions to the Authority. Within the provisions of this Act, the Authority shall “provide and operate in any Port such port facilities best calculated to serve the public interest; maintain and regulate the use of the Port of Banjul and the port facilities transferred to the Authority

under this Act, to such extent as appears to it, expedient in the public interest.”

The Act makes it mandatory for the Authority to conduct its affairs on sound commercial lines, and in particular, to carry out its business with a reasonable rate of return measured by taking its net operating income as a percentage of the value of its fixed assets, plus an appropriate allowance for its working capital.

In this regard, GPA is responsible for the construction, maintenance, administration and operation of port infrastructure and facilities, and is also responsible for the Banjul Shipyard, Banjul Fisheries Jetty, the river ports, the ferry services and associated infrastructure for the inland waterways transport along the River Gambia.

5.2.2 Gambia Maritime Administration (GMA)

The Gambia Maritime Administration (GMA) was established by the GMA Act, 2006 (with oversight provided by Board of Directors) to administer and regulate all matters and activities relating to maritime shipping and marine pollution in the country’s territorial sea and inland waterways. There is also legislation known as the Merchant Shipping Act and the Marine Pollution Act, 2013, which aim to further enhance the GMA to be able to fulfil its role under the Port State Control and Flag State obligations. The overriding objective is to ensure that Gambian waters are safe and secure from the adverse effects of unsuitable and poor quality shipping. This will be achieved through the security of port installations and the navigational waters under The Gambia’s territorial sea and confines of the Exclusive Economic Zone (EEZ).

The regulatory regime will involve implementation of oversight responsibilities for maritime safety and security; maritime search and rescue; identification of high and low risk areas; identification of onshore and offshore installations; inland water and river craft; structures and facilities, as well as overall compliance with the International Ships and Ports Facility Security (ISPS Code) and other international maritime legislations.

Among the identified major challenges facing maritime transport in the country is the weak institutional, regulatory and enforcement capacities of GMA to oversee compliance with international conventions on maritime safety, security and protection of the marine environment. The sub-sector also faces challenges related to promoting and maximizing the benefits of blue/ocean economy, good governance in the management of the fisheries sector and aquaculture, and conservation and restoration of the marine ecosystem.

Government’s strategy now will be geared towards institutional strengthening of GMA in order to enhance its capacity to fulfil its regulatory functions. This will include the collection of freight levy on imported goods to reduce its dependence on GPA for the annual budgetary support in terms of subventions. This will engender its autonomy and allow it to be more independent and objective in providing oversight responsibility for the port operations and the wider maritime sector.

Collaborative efforts will also be encouraged with the international organizations such as the International Maritime Organization (IMO) for capacity building and training of inspectors. This will enhance GMA’s requisite technical expertise to fulfil its Port State and Flag State obligations as enshrined in international regulations, and the Merchant Shipping Act of The Gambia.

Training and certification of seafarers also falls under the ambit of the GMA. To this end, the strategy will focus on the need to network with regional and local training institutions such as the RMU (Regional Maritime University) and the proposed Gambia Maritime Training Institute (GMTI) for the development of appropriate course content and training modules to suit the industry needs.

5.3 The Port of Banjul

The Port of Banjul, which is the gateway for the export/import trade of The Gambia (accounting for over 80 per cent of total international trade) is the only maritime port managed by the GPA. The Port of Banjul is central in the country's *Vision 2020*¹⁰, which aims to transform The Gambia as a trade gateway to the West African region. The efficiency and cost effectiveness with which foreign trade cargo is handled at the Banjul Port are prerequisites for achieving this vision. Therefore the development of the Port of Banjul complements the Government's long term development strategy.

The maritime sub-sector is quite dominant in The Gambia with the Port of Banjul playing an important role in the country's trade-oriented economy. Re-export activities are a cornerstone of the Gambian economy, accounting for about 15 per cent of GDP, 20 per cent of fiscal revenue, and 85 per cent of all exports. The country has traditionally been a large supplier of re-exported foreign-manufactured goods (textiles, vehicles, rice, sugar, tea, construction materials and other consumer goods) to countries in the sub-region such as Guinea, Guinea-Bissau, Liberia, Mali, Mauritania and Senegal. The NDP (2018 to 2021) aims to accelerate the country's economic growth by improving competitiveness in the areas of trade facilitation, and the improvement of the investment climate and quality control.

As part of the trade facilitation initiatives, Government intends to position the country as a transit hub, which hinges on the further infrastructure expansion of the Port and other institutional reforms to usher greater public/private participation in the provision and management of port services. By improving the port handling services and expanding the port infrastructure and superstructure, the Port of Banjul will be better positioned as a regional transit hub.

Therefore the NTP (2018- 2027) will focus on strengthening the position of the Port of Banjul as a gateway to The Gambia and the ECOWAS region in line with the Freeport initiative. The Banjul Port hinterland apart from the Gambia includes Senegal, Guinea Bissau, Guinea Conakry and Mali, all of which (except Mali, which is landlocked) present intense competition for the Banjul Port. To stay ahead of its competitors, and also to be a major gateway port, continuous improvement of services in the port itself must be complemented by improved logistics chain on the transport corridors linking it to its hinterland countries.

5.3.1 Banjul Port Infrastructure

The Banjul Port has two jetties, the Banjul Wharf, and the New Banjul Jetty, and together they have a combined existing quay length of 423 meters. They comprise at inner and outer sides, five berths and a Ro-Ro Ramp facility; only the three outer berths have safe and sufficient water depth (9.5 metres) for

¹⁰ The *Vision 2020's* goal is "to transform The Gambia into a financial center, a tourist paradise, a trading export-oriented agricultural and manufacturing nation, thriving on free market policies and a vibrant private sector, sustained by a well-educated, skilled, healthy, self-reliant and enterprising population, guaranteeing a well-balanced ecosystem and a decent standard of living for all, under a system of government based on the consent of the citizenry".

vessels with more than 6 meter draught. Due to minimum water depth in the approach channel between buoy Nos.2 and 3, which is found to be 8.4m at mean low water spring tides (MLWST), the port of Banjul can be called at any time by vessels drawing 7.0m water and depending on the conditions (tides, waves, swell), maximum advisable draught of vessels calling at the port is generally considered to be 8.5M. The above has limited access to berths for larger vessels in excess of 15,000 tonnes dead weight. This is a major challenge, especially in view of the current trends towards larger vessels; this puts the Banjul Port at a disadvantaged position vis -a-vis the competition.

There is therefore the need to dredge the channel to a depth of 10.2 meters and 120 meters wide, which would be in line with meeting the objectives of Government's Freeport strategy. Sixty per cent of the berths are in good condition while 40 per cent is in need of rehabilitation. Other facilities at the port include a container freight station, 2.4 hectares of open storage for containers, shed and bonded warehouse) for general cargo storage, and a workshop for maintenance of port handling equipment.

Since access to berths is limited for large vessels greater than 15,000 DWT, and the fact that the overall berth occupancy ratio of 65 per cent has been attained this would (as per the Port Master Plan 2008) trigger the need for additional berth capacity. Consequently Government is planning for a port expansion with a 200 meter wharf extension and dredging with capacity to handle larger vessels of 20,000 DWT.

5.4 Port Management

5.4.1 Types of Port Ownership

Port ownership conforms to different models, but the most common are the Public Service Port, Tool Port and Landlord Port. The different models and the ownership structures are indicated in the Table 5.1 below.

Table 5.1: Types of Port Models

Type	Infrastructure	Superstructure	Port Labor	Other Functions
Public Service	Public	Public	Public	Majority Public
Tool Port	Public	Public	Private	Public/Private
Landlord Port	Public	Private	Private	Public/Private
Private Service Port	Private	Private	Private	Majority Private

The Gambia operates the Public Service model where the Authority provides everything from infrastructure through to managing the functions with minimal private sector participation. However, Government is reviewing all the available management options for the Port of Banjul, and will put in place the option best suited for it; meanwhile modalities and necessary processes are underway going forward in this regard. Government will initiate the process by setting up important Working Groups and Task Forces to look into the various packages of supportive actions that will be best suited for the type of operational model adopted by the Port of Banjul.

5.4.2 Private Sector Participation

It is noted that the Ports Master Plan provides for concession of the container terminals to increase efficiency and restore the Port's competitive edge; this will, among other things address the infrastructure constraints including inadequate container storage; inter-modality for inland transport connections (especially for regional road networks and use of River Gambia, complemented with Inland Container Depots (ICD)).

However, these facilities are, for the most part in disrepair and require major investments, in which the private sector will be invited to participate to rehabilitate, to bring them to optimal level of operation. The private sector will be engaged, aimed at exploring options to finance the rehabilitation of relevant infrastructure with their participation, and should it be ready to invest in them the modalities can be worked out to the mutual benefit of both parties.

However, it will be more prudent for Government to rehabilitate the infrastructure to operational level first because this will enhance the Port's bargaining position with potential concessionaires.

5.5 The Gambia River and River Transport

In the past, in the days before road transport developed, the Gambia River was the backbone of the Gambian transport system, vital to the economy and provided an essential artery for the internal commerce of the country. The River was used extensively, with regular ship movements to the inland port of Kaur, 193 km upstream from Banjul; the River Gambia is still navigable up to Fatoto, which is 477km from Banjul.

In the 1950s and 1960s there were over 200 privately owned groundnut cutters in the Banjul area whose owners made a living from transporting groundnuts, and several private companies also operated their own boats on the river as it took many days on the roads at that time to transport their goods up country. As a result many settlements developed along the Gambia River as trading posts and administrative centres, such as Kaur and Janjangbureh

Currently, river transport has almost ceased to exist; the exception to this is the National Food Security, Processing and Marketing Corporation (NFSPMC), which operates a fleet of river barges, mainly for the seasonal haulage of groundnuts from a few river landing depots, for onward transport to Denton Bridge for processing. The decline in river transport has seen the majority of commodities, with the exception of groundnuts, now transported on the road network. Regular boat services no longer ply the Gambia River. Transport up country has been taken over by road vehicles resulting in settlements along the river being on the decline in contrast to the fast developing regional centres along the road network. Strategically located settlements along the major roads, such as Brikama, Farafenni and Basse have experienced high population growth rates in recent years as a result.

The existing facilities are not in use due to dilapidation, and Banjul remains the only significant port within The Gambia. The long term plan is for their redevelopment to enhance the potential for Kaur and Basse to serve as dry ports for onward distribution to southern Senegal and the south/west regions of Mali (Kaye), which are large growth and consumption areas. The major challenge in this aspect is for the River to be dredged to achieve navigable depths of up to 5 meters as the shallow points have depths of 3.5 metres due to rapid siltation over time.

However, infrastructure development alone would not revive the river transport industry; analysis of flow of freight based on origin/destination survey on the road network indicated weekly movements of construction aggregates, cement and building materials, and other bulky freight on the road that can be shifted to river transport given a level playing field for all modes. The regularity of these movements indicates that there are significant volumes involved that are suitable for bulk haulage by barge.

Whilst construction aggregates will require space on barges proceeding downstream, the other two commodity types will provide additional traffic (and revenue) to barges proceeding upstream. Most of the destinations for these commodities are also those which have groundnut depots and are frequented by barges of the NFSPMC during the groundnut season. Thus the evidence demonstrates that there is traffic available which is suitable for transfer from road to river transport. This will relieve the roads up country of some of the heaviest trucks leading to significant savings in road maintenance costs through less deterioration. River transport is also friendlier to the environment than road transport. Therefore, a shift from road to river transport is in the national interest.

As there is an apparent financial advantage for the haulier in favour of water, Government will make efforts to promote the service and to overcome the difficulties involved. The participation of the private sector in river transport services therefore would require a holistic transport sector multi/inter modal planning and appropriate infrastructure pricing policies and incentives. This will include axle load control on the road network, increase in road access fees on road user vehicles, and tax holidays to water transport operators for bulk haulage.

To revive river transport will require true commitment of all stakeholders to work together towards a successful revitalisation. It is necessary to create a dedicated Unit or Directorate within the GPA to be responsible for the development and management of the River Transport sub sector. The key to the success of the revival of river transport is the mobilization of the organizing capacity of the transport industry. GPA will invite the private sector and the (potential) beneficiaries of river transport revival, such as people living in the vicinity of the river, to combine forces in their own interest. The role of Government therefore will change from being a provider of infrastructure to a facilitator. Government will organize a national dialogue, and support and facilitate the process.

5.6 The Ferries

In 1988, the Gambia Ferry Services Company Ltd. was set up as a semi-autonomous body with the GPA owning 51 per cent of the shares and 49 per cent by Gambia Ferry Services Company Ltd. The Ferry Services was then transferred to GPTC in 1992, and in 2001 it was transferred from GPTC to the GPA. Since its delinking from the GPTC, the GFSC has been provided with financial and management support by the GPA, and to date, amounts in excess of D800 million have been invested by the GPA towards budget support for the capital and operational requirements of the Ferry Services.

The GFSC owns and operates marine crafts and support infrastructure and provides ferry services (which are integral part of the north-south road network), and are maintained by the GPA. Subsequently, the signing of a Joint Venture Agreement between Gallia Holdings of Marshal Islands and the Government in 2011 led to the incorporation of the Gambia Ferry Services Management Company Ltd.

Once the only means of access to the interior, River Gambia has become a barrier, splitting the country in a northern and a southern part, and the width of the river makes the construction of bridges expensive. Because of the absence of bridges, the ferry services perform a particularly important role in

the movement of goods and passengers in the country, providing services along the River Gambia at the following nine points:

- Banjul-Barra
- Bambatenda-Yellitenda
- Jareng-Kaur
- Barrajally-Brikamaba
- Laminkoto-Jangjangbureh
- Bansang - Dobo
- Basse-Kerewan Badala
- Fatoto-Koina tenda
- Baathi (Dumb Ferry, non-commercial)

However, in 2012/2013 the maintenance needs for the ferries became so critical and alarming that it prompted Government to intervene by allocating funds through loans from SSHFC to the tune of D180 million, and assistance from Taiwan of about \$1.5 million in order to address some of the technical deficiencies required to maintain them (Kanilai, Johe, Soma and Farafenni ferries) in good and safer working conditions.

Besides the seasonal groundnut transports, the only existing regular form of river transport are the ferries and this necessitates the need for the revitalization of river transport. This implies further investment in new generation ferries; including replacing the dumb ferries and other motorized ones upcountry with new double-ended motorized ferries. In addition, construction of landing facilities, passengers' waiting rooms and amenities will need to be undertaken. Emphasis will also be placed on the relocation of ferries being used at certain crossing points, which have seen the construction of bridges such as Trans Gambia, as well as areas earmarked for the construction of new bridges such as Basse-Farato.

The GPA has taken delivery of a new and bigger capacity ferry, Kunta Kinteh for deployment along the Banjul and Barra crossing points. This design and new build was contracted to DAMEN Shipyards in December 2015. The new ferry will increase fleet availability along this route as it has been designed to utilize the existing landing bridge facility, in spite of the natural constraints in the operating environment, particularly siltation. There is an urgent need to dredge (amount of 15,000 m³) the approaches to the landing sites at Banjul and Barra to facilitate smooth landing of Kunta Kinteh.

5.7 Marina and Leisure Craft

The Policy will aim to address the issue of the development of a marina and leisure craft operations at Denton Bridge, which has been identified as a suitable site for such purposes in the Port Master Plan. This concept was further echoed by the Ministry of Tourism, and in collaboration with MOTWI aims for the further development and diversification of the tourism product of The Gambia. It shall take the form of investment in landing facilities such as mooring pontoons and ancillary support services and facilities such as repair facilities, passenger reception facilities, amenities and utilities.

5.8 Operation of Local Pirogues

This activity is undertaken along many crossing points on the River, albeit in an informal manner. Such craft normally land along the beaches and coastal settlements such as in Banjul/Barra and Basse/Sami.

The sub sector policy guidelines shall aim to address the issue of the utilization of local pirogues for passenger and freight transport, leisure and fishing activities along the River Gambia. There is need to set up a monitoring mechanism within the regulatory arm of GMA, to ensure that the operations of local pirogues are in consonance with the requirements to ensure safety of navigation.

The Policy shall aim to address the issue of safe operations by adopting a regulatory framework to ensure proper licence, inspection and operational aspects.

5.9 Coastal Shipping

The advent of coastal shipping transport within West & Central Africa could be traced back to the early 1970s when the likes of Nigeria and Ghana established national carriers to participate in the trade linking their countries with the rest of the world. This led to the development of Nigerian National Lines and Black Star Lines of Nigeria and Ghana respectively. This also included the Gambia's GPA operated Bintang Bolong. These lines used to serve the link between Europe and the West African Ports on a port-to-port call basis.

At the time these national carriers phased out, other private operators entered the scene, which saw the deployment of ships such as the Ile de Caraban and Ile de Los, carrying both passengers and freight within the sub region. Further to that, other operators established cargo vessels plying this route such as the ECO Marine group based in Lomé.

Within this Policy framework, Government will encourage public/private participation in a bid to promote intra-regional trade and movement of people. It has been observed that certain shipping companies are involved in the movement of cement, basalt and other construction materials mainly from Senegal to The Gambia by use of vessels such as Breadbox and Djilor. The transportation of cashew nuts by sea from Bissau to Banjul for export on container vessels is also becoming prevalent.

Government will therefore encourage member states of ECOWAS to invest in the sub-regional project called Sea-Link Project. The strategy will be complemented by institutional arrangements such as tariff concessions among member countries to enable this sub sector to become more viable and sustainable in line with the stated objectives.

5.10 Maritime and River Transport Policy – Mission, Objectives and Strategies

5.10.1 Mission

In line with the overall mission of the national transport policy, the mission for the maritime and river transport policy is:

‘To develop and promote a seaport and water transport industry in support of the long-term expansion of the productive capacity of the economy and the improvement of the living standards of the Gambian population’

To realize this mission the Government will pursue the following objectives and strategies:

5.10.2 Policy Objectives and Strategies

MT POL 1: Provide the best Port with the most efficient facilities and services in the sub-region, at a competitive price

Strategies:

- Conduct systematic review of various port management models and select model that ensures improved efficiency, productivity, and private sector participation
- Initiate port reform program (including institutional reform) that ensures improved efficiency, productivity, and private sector participation

MT POL 2: Support the development of Banjul Port as a main gateway to the West-African region

Strategies:

- Procure additional berthing and storage facilities, cargo handling plants and equipment, and computerization
- Expand berth capacity and berthing infrastructure for transshipment, etc.
- Carry out port expansion to handle larger vessels of 20,000 DWT
- Acquire additional space for the construction of new container terminal and other Port development projects

MT POL 3: Government committed to provide port services and procedures that are reliable, orderly, efficient and cost-effective, in accordance with international standards

Strategies:

- Procure appropriate and adequate equipment to meet the growing volume and cargo mix (such as: mobile cranes, Reach Stacklers, Tractor/Trailers and fork lift trucks)
- Continue to upgrade the technical skills of the human resource in order to adapt to changes in technology and handling needs
- Improve capacity of staff in relevant areas such as port computerization
- Create Inland Container Depots (ICD) for container handling and value added activities

MT POL 4: Promote private sector participation in maritime transport services where operators and investors can realize adequate returns on their investments

Strategies:

- Create incentives such as tax breaks, special investment certificates, expatriate quota, and

tenure security

- Review and amend relevant legislation to allow private sector participation
- Encourage coastal shipping
- Encourage development of marina for private sector investment in tourism sector
- The Authority will explore new business opportunities and incorporate the needs of its users within an integrated port community

MT POL 5: Promote good international relations with other countries involved in maritime activities

Strategies:

- Implement coastal tariff with concessions to encourage intra African trade
- Establish free zones for value added activities particularly for agro business
- Arrange linkages with other ports in the sub region
- Promote the exchange of data and information with other ports

MT POL 6 Create a liberal, competitive maritime environment, and maintain a "Freeport" policy

Strategies:

- Encourage the establishment of cargo processing plants
- Create value addition for the agro business and light industry
- Carry out packaging, labelling and coding for the export market
- Establish a single window goods clearance system

MT POL 7: Government to administer and regulate all matters and activities relating to maritime shipping and marine pollution in the country's territorial sea and inland waterways

Strategies:

- Review existing legislation to ensure proper operation of passenger and freight transport, leisure and fishing along the River Gambia and other coastal settlements
- Put in place procedures for annual licencing of local pirogues and inland water crafts
- Develop operational standards for better control and monitoring of the operations of local pirogues

- Establish tariff and charges within this sector
- Implement continuous sensitization activities regarding safety and other operational procedures

MT POL 8: GMA to build capacity of Gambian youth engaged in the maritime sector

Strategies:

- Training and certification of seafarers
- Create networking with local and regional training institutions such as the Regional Maritime University (RMU) and Gambia Maritime and Training Institute (GMTI) for the development of appropriate course content and training modules to suit the industry needs
- Collaborate with international maritime organisations, such as the IMO for capacity building and training of inspectors on the requisite technical expertise to fulfil its Port State and Flag State obligations such as MARPOL and the Merchant Shipping Act of The Gambia

MT POL 9: Ensure safety of life and property at sea (SOLAS) and the prevention of pollution of the sea by ships by application (MARPOL) and other domestic laws and regulations

Strategies:

- Establish radar surveillance system to monitor ships movements
- Invest in state-of-the-art aids to navigation
- Enforce Port State and Flag State Controls and Inspections
- Monitoring of the coast and EEZ of The Gambia

MT POL 10: Promote and maintain internationally accepted standards for security, safety and marine environmental protection

Strategies:

- Build capacity of GMA in implementation of international instruments on maritime safety, security and protection of the marine environment
- Strengthen the institutional structure for monitoring and coordinating maritime activities in the Gambia
- Establish a coast-guard network to jointly share resources and capacities in combating illegal activities on Gambian waters
- Strengthen collaboration with key stakeholders in enhancing Maritime Security

MT POL 11: To develop cruise ship facilities that will support The Gambia's position as a major tourism destination

Strategies:

- Encourage investment in the mooring dolphins, repair facilities, passenger reception facilities, and other amenities and utilities
- Prioritize craft operations at current site at Denton Bridge
- Repair existing marina and leisure craft facilities
- Encourage private investment in tourism related river cruises

MT POL 12: The Government will encourage the development of coastal shipping activities

- Encourage public/private participation for investment in fleet in a bid to promote intra-regional trade and movement of people
- Offer concessionary tariff and incentives to promote cabotage
- Initiate advocacy program to entice economic operators to utilize coastal shipping
- Government will create conducive environment in order to facilitate investment in coastal shipping

Gambia River and River Transport Policy and Strategies

GRT POL 1: Government will promote the revitalization of river and inland water transport to complement the development of coastal shipping, and road transport to enhance the country's capacity to serve as a distribution center for the sub-region

Strategies:

- Build/rehabilitate infrastructure at the relevant river locations to revive the river transport services
- Redevelop Kaur and Basse to serve as dry ports for onward distribution to southern Senegal and the south/west regions of Mali (Kaye)
- Dredge river channels to achieve navigable depths of up to 5 meters as the shallow points have depths of 3.5 metres due to rapid siltation over time
- Initiate a national consultative process with all the (potential) stakeholders with the aim to explore the willingness of all parties involved to work together in reviving river transport in The Gambia
- Create a task force of producers, transporters, Government and other stakeholders charged

with the tasks of:

- analysing potential present and future demand for river transport
- making recommendations concerning all issues that may hamper the potential revival of river transport as a viable commercial activity
- Prepare a time schedule for implementation of the recommendations of the task force, together with a financing plan
- Agree and assign clear responsibilities for implementation of the recommendations, concluded with the signing of a covenant or a contract by all stakeholders
- Review and amend existing laws and regulations concerning river transport
- Establish, in the short term, a Unit responsible for the management of river transport. In the long term upgrade the Unit to a Directorate within the GPA set up
- Consider the transfer of ownership of river transport facilities such as the jetties, to a River Transport Authority or to the private sector

GRT POL 2: Government will promote private sector participation in river transport services and also create a level playing field for all modes of transport specifically to support River transport

Strategies:

- Encourage and support the NFSPMC to extend the use of its fleet of barges, or to lease the barges for the purpose of carrying freight traffic other than groundnuts
- Review prices paid for infrastructure and facilities by all modes of transport, including social costs;
- Ensure that all modes pay equitably for facilities and services and their maintenance, and that no hidden subsidies be made available to any transport modes
- Review, and revise as necessary, regulations concerning overloading of vehicles and re-introduce the use of weigh bridges to control overloading of lorries
- Consider financial incentives to promote river transport, such as tax holiday for river transport companies

GRT POL 3: To maintain and strengthen the provision of ferry services as indispensable multi modal links in the road transport network

Strategies:

- Maintain the existing ferry services as vital components of the road transport network

- Regularly review and improve the performance of the ferry services by continuous investment in the fleet and landing facilities
- Invest in new-generation ferries, rehabilitate the ferry terminals, passenger halls, office accommodation and other amenities
- Upgrade Banjul Shipyard facilities to improve its capacity to undertake repairs of the Ferries craft, as well as the commercial vessels operating in The Gambia and within the sub region
- Develop/rehabilitate ship repair facility for the maintenance of the ferries

CHAPTER 6: THE AIR TRANSPORT POLICY

6.1 Introduction

The air transport sector plays a major role within the Gambia Transport System in providing international gateways for the business community with the rest of the world and is of critical importance for the Gambia tourist industry. There is no domestic air service mainly because of the small size of the country.

The Banjul International Airport (BIA), situated in Yundum, about 24 kilometers to the south-east of Banjul is the only airport, and is managed by Gambia Civil Aviation Authority (GCAA). Established in 1991 GCAA regulates the civil aviation industry, operates and manages BIA and provides air navigation services.

Gambia International Airlines (GIA) formerly Gambia Airways, was incorporated under the 1955 Company's Act to serve as the national airline, and Flag Carrier. Its mandate is to engage in commercial air transport activities in general, with particular emphasis on establishing a reliable, regular, safe and secure air transport services between Gambia and the rest of the world. It can also engage in other airline related activities like ground handling, passenger processing, crew transfer, ramp transfers, flight catering, etc.

6.2 Airport Infrastructure and Facilities

The BIA Master Plan is supply driven in its development strategy of a hub airport for the ECOWAS sub-region, and therefore in forecasting and the design of the facilities, the binding factor is the peak tourist traffic. The vision of positioning the airport as a hub and its progression from a traditional airport model to a fully-fledged airport city (AEROTRPOLIS) has informed the implementation of the BIA Master Plan in Phases, in the form of the massive investments over the years.

From 1997 to date, Government has invested approximately US\$51 million in BIA for the maintenance, rehabilitation, upgrade and expansion of airport infrastructure, facilities and equipment (**See Table 6.1 below**). In spite of the fact that passenger and cargo movements at BIA are below the breakeven point, GCAA is burdened with the ICAO SARPs to have in place certain minimum infrastructure, facilities Navigation Aids (NAVAIDS) comparable to airports with much more traffic.

The BIA consists of a single 3,600 meter long runway, a terminal building with capacity to handle one million passengers annually, a Control Tower and an International Freight Centre (approximately 550 sq. meters). Air Traffic Control and Navigational Aid facilities at the airport include:

- VHF Transceivers
- VSAT
- Doppler Very High Frequency Omni-directional Radio Range (DVOR)
- Distance Measuring Equipment (DME)
- Instrument Landing System (ILS)
- Aeronautical Fixed Telecommunication Network (AFTN)/Voice Link

Table 6.1: BIA Investments 1997 - 2017

Phase	Project Activities	Financiers	Cost (Us\$ Million)	Status
	Construction of new terminal	GOVT	10.28	Completed 1997
Fast Track	Construction of access road to a dual carriage with street lighting, new inner perimeter fence, standby generator, New DVOR and other NAV Aids	KKAED/BADEA GOVT	2.86	Completed 2005
PHASE I	Runway resurfacing, Upgrading of Airfield Ground Lighting System	KKAED/BADEA GOVT	14	Completed 2007
PHASE II	Expansion of Apron, Construction of Taxi way, Upgrading of Rescue and Firefighting facilities	KUWAITI FUND/ SAUDI FUND/GOVT/OPEC	23.59	Ongoing but nearing completion
TOTAL			50.73	

Source: GCAA & Program for Accelerated Growth and Employment (PAGE)

Given the above, Government considers the existing infrastructure and facilities as adequate for now. It will thus continue to encourage and support the concerted effort of subsector stakeholders in marketing the country as an all-year-round destination to improve traffic and optimally and evenly utilize the infrastructure and facilities.

6.3 Operations – Airport

The GCAA operates and manages the BIA. Although GCAA has undergone Universal Safety Oversight Audit Program (USOAP) BIA it is yet to be certified. Plans are however at an advanced stage and it is hoped that by 2018 the certification process would be complete. ICAO standards and Recommended Practices now require all Civil Aviation Authorities (CAAs) to audit and certify all Aerodromes (airports) if they are found compliant with their set National Civil Aviation Regulations.

The massive investments undertaken by Government in the airport since 1997 have not yielded the desired improvement in traffic. As indicated in Table 6.2 the BIA still continues to struggle with the overall passenger throughput, trailing behind the breakeven point of 500, 000 annual passenger movement. Passenger movement continues to be erratic, averaging around 315, 000 annually. In 2012, the annual throughput stood at 326, 757 while in 2016 this figure dropped further to 316, 856. Although it has risen to 348, 248 in 2015, this has not significantly impacted GCAA's march towards the breakeven figure of 500, 000.

Table 6.2: BIA Annual Passenger Movement 2012-2016

Year	Regional	European	Total
2012	57, 133	269, 624	326, 757
2013	53, 039	209, 891	262, 930
2014	78, 086	243, 246	321, 332
2015	99, 892	248, 356	348, 248
2016	86, 139	230, 717	316, 856

Source: GCAA, 2017

Aircraft movements also, as can be seen in Table 6.3 has been on a steady decline, dropping from 2, 743 in 2012 to 1, 407 in 2016. Considering that this figure stood at over 5, 000 in 2011, the current performance calls for a strong concerted effort from all to turn things around at BIA.

Table 6.3: BIA Annual Aircraft Movement 2012-2016

Year	Regional	European	Other	Total
2012	2743	1086	911	4740
2013	3222	1513	563	5298
2014	2031	1409	358	3798
2015	1510	1179	291	2980
2016	1407	1487	275	3169

Source: GCAA

Cargo movements on the other hand has seen a small but steady rise annually with the throughput standing at 1,091 tonnes in 2012 and 1, 702 tonnes in 2017 (Table 6.4). With the completion of GIA's new multi-million Dollar cargo facility which can handle 160 tonnes of all categories of cargo including perishables, BIA expects a positive impact on the annual throughput figures.

Table 6.4: BIA Annual Cargo Movement 2012-2016

Year	Loaded	Unloaded	Total
2012	499.8	592	1,091
2013	808.1	579.28	1,387
2014	1,159.4	632.28	1,792
2015	973.57	728.17	1,702
2016	1,133	611	1,744

Source: GCAA

Although GCAA has done well overall during its USOAP in most of the eight critical elements, its functions as an operator and a service provider are in conflict with its regulatory function. These conflicting roles make GCAA both a regulator and a service provider at the same time. Such situation is

now being frowned upon by ICAO as it questions the integrity and objectivity of audits undertaken by CAAs. ICAO SARPs now recommends the devolution of these functions to allow Regulators to focus on their core mandate of regulation for the further enhancement of safety and security.

Government, in consultation and coordination with GCAA should endeavour to comply with this new recommendation. The devolution must however be preceded by a feasibility study that would include learning from the experiences of CAAs that underwent this process within the sub region and beyond to avoid any false starts.

6.4 Flight Operations

When the then Gambia Airways was established, the strategy was for it to serve as a Flag Carrier while facilitating and connecting The Gambia to the rest of the world. Like most Flag Carriers at the time, it was created out of national pride more than on good business judgement. This led to its eventual demise and the birth of GIA. After a series of unsuccessful efforts at flight operations, the last being in 2005, GIA has put this on hold, whilst it is searching for potential partners.

GIA's inability to establish a viable and sustainable air link and the lack of a functional home based Gambian Operator between Banjul and international destinations in general and the regional ones in particular has largely undermined the national strategy of positioning BIA as a Hub and a Gateway for our sub region.

To address this, Government, in collaboration with GCAA should encourage and support GIA or any other Gambian AOC holder to commence a reliable, regular, efficient and viable flight operations.

6.5 Air Navigation Service

Provision of Air Navigation Services is one of the three mandates of GCAA. This entails the provision of weather information, en-route flight information, managing the national air space, guidance for landing and departing planes and Navigational Aids. These include VHF Transceivers, VSAT, Doppler Very High Frequency Omni-directional Radio Range (DVOR), Distance Measuring Equipment (DME), Instrument Landing System (ILS), Aeronautical Fixed Telecommunication Network (AFTN)/Voice Link for safe and orderly aviation operations.

However, under the current arrangements GCAA only manages up to 5,500 ft. above sea level of the country's air space. All flight activities beyond this level are managed by ASECNA (Agency for Aerial Navigation Safety in Africa and Madagascar or *L'Agence pour la Sécurité de la Navigation aérienne en Afrique et à Madagascar*). ASECNA is a multinational air traffic control agency established by a group of countries in France in 1959. Its current membership includes Equatorial Guinea, Benin, Burkina Faso, Cameroon, South Africa, the Comoros, Côte d'Ivoire, Gabon, Guinea-Bissau, Madagascar, Mali, Mauritania, Niger, Senegal, Chad, and Togo. It manages 16.1 million square kilometres of airspace (1.5 times the size of Europe) covering six Flight Information Regions (FIRs) across Africa including Dakar Oceanic FIR. ASECNA's Air Traffic Control centers are based at international airports in each of these countries and are blessed with the requisite resources to provide navigational services in full compliance with ICAO SARPs. Gambia's lack of membership creates a dent within the Flight Information Region as it is surrounded by Senegal on east, north and south. As per the ICAO Route Navigational Plan, Gambia is part of the Dakar Oceanic (FIR).

Members of ASECNA enjoy the guaranteed provision of Air Navigations Services that fulfil the ICAO's SARPs by ensuring the availability of the requisite infrastructure, equipment, navigational aids, human resources, training, employment opportunities, etc. ASECNA has willingly supported and rescued GCAA whenever necessary to ensure Gambia's compliance at all times in the provision of equipment like Fire Tenders, V-Sat, Training, Experts, etc. GCAA currently has an MOU with ASECNA to strengthen this relationship.

Being the provider of this particular service also creates a role conflict as GCAA in essence regulates itself. This is one of the major reasons why ICAO has recommended for the devolution and assignment of these functions to independent and distinct institutions/bodies. Given the issues raised above, especially at the current arrangement of ASECNA managing Gambia's upper air limit, Government should consider joining the Group.

6.6 Regulation

The primary function of GCAA is the Regulation of the Air Transport Sub Sector (Civil Aviation Industry). This function is carried out through the various relevant departments particularly the Departments of Air Transport and Commerce, Flight Safety standards and Department of Operations. Its regulatory activities include:

- Registration of Aircraft of both operators and potential operators,
- Issuance of Airworthiness Certificates,
- Certification of Aerodromes and Airports,
- Ramp Inspection of aircraft operating into and out of The Gambia to ensure Air Worthiness particularly for non-Gambian registered aircraft and operators,
- Licensing of Travel Agencies,
- Certification/Approval of Aviation related Training Centres,
- Issuance and Validation of Pilot Licenses,
- Issuance and Validation of Engineers' Licenses,
- Certification/Approval of Maintenance Facilities,
- Certification of Airlines

Since September 11, 2001, when civil aviation was used to carry out terrorist acts, safety and security became a top priority for ICAO. Numerous new standards and requirement regimes and compliance audits have been put in place and performed on States. The Gambia was among the first to voluntarily subject itself to the USOAP and Universal Security Audit Program (USAP) in 2005. GCAA was found to be 84 per cent compliant, and ICAO SARPs ranked Gambia among the top 5 countries in Africa. This superior compliance culture which was developed and maintained even before the audit is what earned the certification of BIA as a Last Point of Departure (LPD) for direct access to USA market by Federal Aviation Administration (FAA).

Table 6.5: Results of GCAA USOAP/USAP Audit - 2005

Critical Item	Gambia (Per cent)	Global Average (Per cent)
Legislation	100	70
Organization	90	68.69
Licensing	93.83	72.62
Operations	64.23	67.67
Airworthiness	91.51	76.7
Accident Investigation	57.14	55.54
Air Navigation Services	87.56	60.22
Aerodromes	73.79	57.49
Average	82.26	66.12

SOURCE: ICAO USOAP, 2017

According to Table 6.5 above, GCAA's average compliance is above the Global average i.e. 82.26 per cent to 66.12 per cent. GCAA has complied more in its core function of regulation and oversight where it had 100 per cent for Legislation, 93.83 per cent for Licensing, 91.51 per cent for Air Worthiness, etc. It also did well in Air Navigation Services bettering the Global Average 87.56 per cent to 60.22 per cent. However, as mentioned earlier, the upper air limit of the Gambian air space is overseen by ASECNA. GCAA only manages up to 5,500 ft. altitude.

The Gambia should protect this achievement by constantly reviewing its compliance with the 8 critical elements and ensuring all operators and service providers maintain a Safety Management System (SMS) and that it undergoes IATA's Operational Safety Audit (IOSA) Certification. The Authority continues to strive hard to guard against drop in rankings/ratings by consistently investing in human resource development.

It is also spear heading, and joining the establishment of regional safety organizations like Banjul Accord Group Safety Organization (BAGASO), and Banjul Accord Accident Investigation Agency (BAAIA) to ensure availability of capacity at all times; this is a key indicator in determining compliance with ICAO's SARPs.

In addition to BAGASO and BAGAIA, which are set up to complement the capacities of Member States (Cape Verde, Gambia, Ghana, Guinea Conakry, Liberia, Nigeria & Sierra Leone) GCAA participates in the Continuous Monitoring Approach which ensures that the information on the safety performance of Member States is provided to other Member States and the travelling public on an ongoing basis. This allows the flagging and timely notification of Member States of any significant dip in standards for urgent correction.

This good safety record of the airport has a positive impact on the image of The Gambia within the ICAO community, and will continue to be attractive to operators and markets that are safety and security conscious i.e. the USA, which would increase the growth potential of air traffic through BIA.

6.7 Air Transport Policy- Mission, Objectives and Strategies

6.7.1 Mission

In line with the overall mission of the national transport policy, the mission for the Air transport sector is:

“To develop and promote a civil aviation system and air transport industry that supports the long-term expansion of the productive capacity of the economy and assists in improving the living standards of the Gambian population”

6.7.2 Policy Objectives and Strategies

AT POL 1: Integrate air transport with other transportation modes for easy access in the facilitation of imports and exports to and from the country

- In collaboration with GTSC include BIA in the route network of the public transport system to alleviate access to BIA for the passengers, meeters, greeters and the general public
- Regulate commercial taxi operators at BIA to ensure the road worthiness of vehicles and improved service standards acceptable to airport users
- Establish a direct road link between BIA and the fuel depot in Mandinaring

AT POL 2 Encourage and support the expansion of air service links

- Review and expand the bi-lateral Air Services Agreements
- Review and expand multi-lateral Air Services Agreements
- Implement the concept of harmonization of economic regulations between ECOWAS Member States in the short term, and the rest of the African Union (AU) in the long term
- Reduce red tapes to ease market access to our air transport market as stipulated by the Yamoussoukro Declaration (YD)
- Encourage Government to sign the Single African Air Transport Market Declaration in line with the YD.

AT POL 3 Ensure the availability of minimum infrastructure, equipment and facilities and services as per ICAO SARPs,

- Maintain a “live Master Plan” for continuous needs assessment and planning for infrastructure, facilities and equipment for timely maintenance, rehabilitation, upgrade, renewal and expansion

- Carry out periodic planned maintenance of facilities and equipment to ensure their readiness and adequacy for operations
- Carry out planned upgrade, expansion, and renewal of facilities, equipment and infrastructure
- Carry out periodic audit and review of processes, procedures, and service providers with a view to ensuring that standards and user demands are met at all times

AT POL 4 Domestication of points between Gambia and Senegal

- Remove all tariffs related to international traffic between points in Gambia and Senegal
- Ensure that airlines reflect the value of waived taxes and charges in the value of the tickets as this will have direct impact on the cost of air travel between the two countries

AT POL 5 Support the development of BIA as an air transport hub to the West-African sub region in the medium term and as a major gateway of the region in the long term

- Collaborate with stakeholders in the industry to market and promote Gambia as an all-year round destination
- Collaborate with stakeholders to develop and rebrand the country and its tourism products for further promotions and marketing
- Establish Flight Operations by home-based Gambian Air Operator Certificate (AOC) holder
- Encourage and support GIA to establish a functional and viable Flight Operations from BIA to regional destinations and beyond
- Open up GIA for PPP model where Private Sector will co-own and manage the airline
- Endorse private investment in the ownership of GIA without changing the management set up
- Periodically review taxes and other tariffs affecting air transport to ensure that they are kept at levels that will keep BIA competitive
- GCAA to do periodic review of airport user charges (aviation fuel taxes, sales taxes) and other tariffs to ensure favourable comparability with regional airports to keep BIA prices competitive
- GCAA to periodically review its processes and procedures to ensure responsiveness and user friendliness of BIA are maintained at all times

- Government and Gambia Revenue Authority (GRA) to publish all tariffs particularly those relevant to air travellers at strategically visible locations in the airport terminal
- GTB to limit the imposition of the Tourism Development Levy to Charter Operators only (tourists)
- Government to assist travel agencies operating in the country to become Billing Settlement Plan (BSP) Compliant
- Establish regulations to ensure consumer protection in service provision

AT POL 6 Ensure that civil aviation services are safe, reliable, orderly, efficient and cost-effective for continuous compliance with ICAO SARPs

- Develop and implement a training strategy as per the authority's Corporate Plan
- Invest in the maintenance, upgrade, expansion and renewal of airport infrastructure, navigational aids, security equipment, etc.
- GCAA in consultation with the MOTWI to periodically review the Civil Aviation Act and amend where necessary to ensure compliance
- GCAA to do periodic and planned review of Gambia Civil Aviation Regulations to ensure compliance
- GCAA to ensure that the National Aviation Security Committee is active and that all institutions are represented at appropriate levels
- GCAA to ensure full participation of all operators and service providers in the Airport Operators Committee (AOC)
- GCAA to ensure regular meetings of the AOC with a view to self-audit and critique their operations i.e. procedures, services standards, processes, and correct all deficiencies with urgency
- GCAA to ensure that the airport emergency plan is simulated at prescribed intervals and deficiencies are addressed with urgency
- GCAA to ensure the continuous functioning of the Facilitation Committee for responsiveness to user demands i.e. facilitation of landside formalities for clearance of aircraft and passengers, goods, etc. in compliance with ICAO SARPs
- GCAA to strictly ensure that all operators and service providers submit their security manuals for approval before commencement of operations
- GCAA to develop a Safety Management System and encourage all operators, service providers, tenants and concessionaires to do same

- GCAA to ensure that it undergoes the required period Universal Safety Oversight Audit Programme and correct identified deficiencies within prescribed timelines
- GCAA to ensure that it undergoes the required Universal Security Audit Programme and correct identified deficiencies within the prescribed timelines
- GCAA to ensure that the all Gambian operators (AOC Holders) undergo IATA's Operational Safety Audit (IOSA) Certification

AT POL 7 Government will manage the civil aviation sector within a well-defined regulatory framework that will be responsive to ICAO SARPs which can cater for changing needs and circumstances

- Maintain the autonomy of GCAA in carrying out its oversight mandates and management of its affairs
- Review the legal framework of GCAA for devolution of its conflicting mandates of airport operator and air navigation services provider
- Establish an Airport Agency/Company as a Public Enterprise or use the Public Private Partnership model
- Join the membership of ASECNA for the provision air navigation services for the whole of the country's air space

AT POL 8 Encourage private sector participation in both the airport and air transport operations

- Continue to encourage private sector participation in GCAA's non-core activities (i.e. Car Park Operations, Cleansing services, In Flight Catering, etc.)
- Promote the use of unused land on the landside for aerotropolis (airport city) concept to encourage private sector participation in development of real estate and other supporting facilities and services e.g. hotels, conference centers, car parks, etc.

AT POL 9 Support regional and international efforts to promote safe, secure and orderly national civil aviation systems

- Participate in regional and sub regional processes involving the Banjul Accord Group-BAG, ECOWAS, and African Civil Aviation Commission - AFCAC, ICAO, and the YD
- Ratify all protocols and instruments that Gambia is signatory to for the safe and secure development of Civil Aviation

- In line with ICAO Annex 19 Government should develop a State Safety Programme
- Establish an Accident Investigation Agency under the Ministry of Transport to investigate serious accidents/incidents

ATPOL 10 Support expansion of the network of scheduled and non-scheduled international air transport services to The Gambia

- Minimize red tapes to an acceptable threshold to entice potential operators
- Develop special incentive packages for start-up airline operators
- Diligently market and promote GIA's new cargo facility that can handle 160 tonnes of all categories of cargo including perishables
- GCAA in collaboration with Gambia Investment and Export Promotion Agency (GIEPA) to promote and market the utilization of the export processing/free trade zone at BIA
- Continue to pursue opportunities for negotiating and signing of bi lateral and multi-lateral air services agreements (BASAs and MASAs) with additional States,

AT POL 11 Develop a pool of highly trained personnel for the availability of the necessary expertise to service the aviation industry

- Establish Aviation Training Institute for ease of access to training at reduced cost
- Ensure trained personnel are adequately and appropriately bonded to guard against rampant attrition
- Do periodic and recurrent training for trained personnel to keep their skills honed and up to date with industry requirements and techniques
- Provide incentive package to motivate and inspire staff to retain them

CHAPTER 7: TRANSPORT AND THE ENVIRONMENT

7.1 Introduction

Transportation, as earlier discussed, is essential to the development of all sectors as there is constant need for movement of people and goods. Notwithstanding its importance and benefits, it could create direct or indirect problems to the environment (air, water, land, flora and fauna), health, economy and education amongst others, based on various factors such as the mode, location, infrastructure quality, and users. Consequently, the environment which is more complex, cross-cutting amongst sectors, and

paradoxical in terms of action-effect, needs to be critically considered in the development of a national transport policy.

In reverse, environmental phenomena such as climate change resulting from cumulative, global effects of anthropogenic activities may through natural events (particularly extreme weather and climate) affect transportation infrastructure, safety and efficiency. Increased turbulence in air traffic, rough seas (maritime traffic) and settlement of roads (road transport) are typical examples of climate related issues that could impact implementation of the Policy.

As environmental consideration is cross-cutting, some of the issues of concern have already been addressed in the various transport sub-sector strategic actions such as protection from marine pollution, age regulation of imported used vehicles, enhanced collaboration with land use planning departments.

In view of the above, development of the transport sector and environmental protection must be balanced to ensure the Policy contributes to achieving Sustainable Development Goal 11 on the provision of “safe, affordable, accessible and sustainable transport systems for all by 2030”.

7.2 Overview of Transport and the Environment

7.2.1 Road Transportation

Road infrastructure repairs, network arrangements, traffic levels, types and age of vehicles, all influence the potential environmental impacts at varying levels. Within the Gambian context, non-motorized means of transportation obviously emit no air pollution, yet this mode of transport is prone to creating possible traffic hazards due to its use of routes for motorized vehicles, with little compliance of traffic rules.

Pedestrians, cyclists, push carts, wheelbarrows, and animal drawn carts all compete for the same infrastructure, increasing risk of accidents and reduction in efficiency due to limited space. A common practice in most places, commercial or not, petty traders tend to occupy public right-of-way such as footpaths creating the need for pedestrians to use the road.

Furthermore, road network that is more spread out is better in spatial distribution of emissions as the geographical scale for dispersion is wider, whilst high traffic flow in congested areas intensify local effect of pollution on health due to slow movement and likely incomplete combustion due to the high proportion of old vehicles in circulation in The Gambia.

Although noise and constant activity from transportation generally tend to decrease land values, practice in the Gambia is in the reverse where the land is quickly changed to mixed residential/commercial use with higher value due to ease of commuting. Moreover, development and population sprawls in response to availability of transportation. During transportation of materials such as hydrocarbons and hazardous chemicals, spillage may occur causing contamination of soil and any adjacent water bodies, with direct impact on the accommodated biodiversity.

Important considerations that need to be taken into account in the designs and siting of road infrastructure is the fragmentation of sensitive ecological sites such as wetlands and forested areas. In the case of wetland fragmentation, hydrological regimes may be significantly affected where roads are built across water bodies with inadequate or inefficient water conveyance infrastructure such as

culverts to enhance water exchange and natural flow. This could result in reduction in natural ecosystem services (leading to e.g. reduction in fish populations, avian feeding and roosting grounds, etc.), in turn leading to negative socio-economic impacts on the livelihoods of the riparian populations.

7.2.2 Maritime & River Transportation

As the demand for water transportation has increased, so has the risk of water pollution. Marine and river transportation systems may cause water contamination from hydrocarbon spills, intentional discharge of wastes, pollution from accidents such as capsizes and fires on board releasing personal effects, cargo, petroleum products and waste materials.

Specifically for the Port of Banjul and the Banjul/Barra ferry landing sites, and other locations where dredging is being planned (the access channel and the riverine areas) to maintain adequate water depth for operations and accessibility, may alter the hydrology and affect the carrying biome due to high turbidity. In addition, appropriate sites must be found, to dispose of the spoil, or alternative uses be devised to avoid transfer of potentially contaminated sediments and prevent resettlement into dredged areas. Marine and river transport activities and infrastructure such as ports and jetties may alter water movement regimes that eventually change the geological regimes at the sites.

The maritime sector often creates “grave yards” of abandoned and disused vessels in water bodies (although important in sea life egg spawning) and disposes of wastes at sea, particularly metals and plastic, and fishing nets, which may cause long term navigation risks as they are non-biodegradable.

7.2.3 Air Transportation

As air travel continues to be the fastest growing mode of transportation its adverse impact on the environment from CO₂ emissions to noise pollution have taken centre stage at ICAO. Accordingly, aircraft manufacturers have taken giant steps to minimize these effects on the environment and society by improving the technologies, designs and performance of new air craft. Unfortunately, the life of a plane can go way beyond half a century and as a result civil aviation is still burdened with quite a few of such old planes in use that have high CO₂ emission and noise level. This is particularly true for states with less developed aviation industry of which Gambia is a part. To mitigate this ICAO has recommended for states to put age limit and silencers on aircrafts operating into/within their countries. There are no fixed age limits, and the age restrictions set by States are done at their own discretion- this generally ranges from twenty years to less.

Certain land use patterns are evident in communities around the airport. Agricultural activities are evident in close proximity to the runways. Civil aviation generally encourages greeneries but is mindful of vegetation and crop around the airport that is attractive to birds as they pose significant threat to engine safety. One bird strike can cause the destruction of a whole engine, or at the minimum do a significant damage that can cost huge sums in repairs. If coordinated well to ensure that only appropriate vegetation and crops are allowed in and around the airport, bird threat can be mitigated without any significant adverse impact on environment. ICAO recommends the use of bird scaring devices as an alternative mitigating option. Regarding communities and settlements in the vicinity of the airport, Government will initiate appropriate measures to address this issue, including relocation of compounds to safer limits, and stricter enforcement and maintenance of adequate buffer around the airport amongst others.

7.3 Environment Policy in Transport- Mission, Objectives and Strategies

7.3.1 Mission

In line with the overall mission of the national transport policy, the mission for environment policy in the transport sector is:

“To ensure that development of the transport sector and environmental protection is balanced in order that the Policy contributes to achieving Sustainable Development Goal 11 on the provision of “safe, affordable, accessible and sustainable transport systems for all by 2030”

7.3.2 Policy Objective and Strategies

ENV POL 1: To contribute to sustainable development, poverty reduction, use and management of the environment and natural resources in Gambia

Strategies:

- Ensure that the NTP is subjected to strategic environmental assessment (SEA), whether now or sometime in the future
- Ensure that all transport related sub-projects developed within the context of this Policy go through the process of environmental impact assessment (EIA) and coordinated by the NEA

CHAPTER 8: INSTITUTIONAL FRAMEWORK AND POLICY IMPLEMENTATION STRATEGY

The institutional framework proposed to implement this Policy is outlined below, with the proposed roles and responsibilities. They include:

- **Ministry of Transport, Works, and Infrastructure (MOTWI)** will be charged with the responsibility for overall policy direction and oversight of the road, air and maritime sub-sectors, as well as the PEs responsible for operations and regulation. To support MOTWI in the implementation of the Policy the following is proposed: **(see Proposed Organogram)**

- **Directorate of Planning**

To effectively address the long-standing problems of uncoordinated transport infrastructure planning, services control, and lack of a transport sector database, this Policy proposes that the Directorate of Planning to be restructured with additional specialized Units to include the:

- Sector Policy Unit** - to be responsible for sector policy development and coordination of implementation; responsible for the review and update of sector policy. It would be specifically mandated to exercise strategic supervision and control over the PEs, as well as be responsible for review of corporate plans and master plans prepared by the PEs.

- ii. **Sector Planning Unit** - responsible for the preparation and implementation of the NTP and the National Transport Plan; prioritizing investment in development of the transport sector based on the Transport Master Plan; it will harmonize the strategic actions of all the transport modes for better intermodal coordination. The Unit will be also be responsible for research and statistics, collating and managing of transport database for decision making
- iii. **Sector Regulatory Unit** - to be responsible for transport legislation and regulation, enactment, enforcement and update of laws. Motor drivers licensing (provisional and competent), vehicle licenses, driving tests, road worthiness test, licences for transportation of hazardous materials and liquids, prosecution of traffic offenders, axle load control, etc. will be carried out by this Unit
- iv. **Road Safety Unit** – responsible for implementing the road safety policy and preparing a longer term road safety strategy; coordinating road safety activity across government and non-government agencies, and providing secretariat to Gambia Road Safety Committee.

Meanwhile MOTWI shall also engage other relevant Government institutions such as the Ministries of Finance and Economic Affairs; Trade, Industry, Regional Integration and Employment; Lands and Regional Administration; Interior and Religious Affairs, amongst others, based on the issues and strategic actions to be implemented.

MOTWI shall also coordinate, monitor, and evaluate implementation of this Policy through its Directorate of Planning and the PEs under its purview.

The private sector and civil society (such as Airline companies and Travel Agencies) shall similarly play important roles in achieving the objectives of this Policy specific to their areas of operation and interest.

Other partners essential in the implementation of this Policy are the international financial institutions for potential support through technical assistance, infrastructural, and institutional development. These institutions will be discussed further in Chapter on funding.

- **The Public Enterprises:** Meanwhile, the PEs, charged with the responsibility of implementing this Policy include the:
 - **National Roads Authority (NRA)** - responsible for the planning, construction and maintenance of the national road network. NRA, with a Board of Directors comprising representatives of relevant Government Ministries and private stakeholders, shall delegate responsibilities to the private sector in maintenance and construction
 - **Gambia Ports Authority (GPA)** - responsible for the planning, construction, operation and maintenance of maritime and inland waterways infrastructure. The GPA shall continue to maintain the Port of Banjul, Banjul Shipyard, Banjul Fisheries Jetty, and Ferry Services countrywide. It shall also create a Directorate for River Transport

- **Gambia Maritime Administration (GMA)** – responsible for the regulation of the maritime sub-sector, mandated to “organize, carryout and encourage measures for the development of the maritime industry to ensure safety of navigation in Gambian waters and the preservation of the marine environment in accordance with relevant international maritime conventions and instruments”.
- **GCAA** should be restructured to carry out only the regulatory and oversight aspect of the air transport sub sector. It should be devolved of its other conflicting non-core functions of airport operation and air navigation services.

A separate airport company should be established as a Public Enterprise, PPP or private (fully privatized or given out as a concession) for the operation and management of BIA.

The provision of air navigation services should also be outsourced preferably by Gambia joining ASECNA.

- **Gambia International Airlines** - to serve as a Flag Carrier, facilitating and connecting The Gambia to the rest of the world

- **Other Government Institutions**

Management of the transport sector, as discussed in earlier chapters, requires a holistic approach with involvement of various other specialized institutions. Therefore, in implementing this Policy, the following institutions, amongst many others, play specific implementation, enforcement or advisory roles, relative to their institutional mandates and expertise:

- **Ministry of Trade, Regional Integration and Employment (MOTIE)**-the proposed Corridor Management Committee, (essential for transit and trade facilitation) will be coordinated by the Regional Integration Unit under MOTIE. This Unit is responsible for all issues relating to regional integration programs at ECOWAS, AU and OIC levels

MOTIE will also play an important role in the control of the transportation of sub-standard goods, through the semi-autonomous authorities under its purview, i.e. the Gambia Competition and Consumer Protection Commission (GCCPC), and the Gambia Standards Bureau

The GCCPC is mandated by different Acts to promote healthy competition, protect consumers from unfair and misleading market conduct, and regulate the importation, distribution and retailing of essential commodities in The Gambia

The main objectives of the Gambia Standards Bureau are to standardize methods, processes and products, both imported and locally-produced, in the aim of promoting standards for public welfare, health and safety

- **Ministry of Finance and Economic Affairs (MOFEA)** - responsible for the national budget and creation of national economic policies for economic development in Gambia, shall be critical in ensuring resources are available for the implementation of the strategic actions of this Policy. It shall ensure that the funds allocated to the Road Fund are dispensed efficiently. Given that The

Gambia will not be able to provide full funding from its limited fiscal output, MOFEA will be fundamental in seeking additional external assistance for the activities.

The Gambia's main revenue collector, the Gambia Revenue Authority, is also under this Ministry and shall be responsible for the consideration of proposed tax levying for control purposes in the transport sector

- **Ministry of Environment, Climate Change and Natural Resources (MoECCNAR)**- responsible for coordinating the formulation of environmental laws and policies.
 - i. **National Environment Agency (NEA)**- enforces the environmental laws in The Gambia. Its role in this NTP includes coordination of environmental impact assessment (EIA) of transport related projects, and strategic environmental assessment (SEA) of transport policies, plans and programs including this Policy. NEA also regulates the national and trans-boundary transportation of hazardous chemicals and substances
- **Ministry of Tourism and Culture (MOTC)** - as one of the main earners of foreign exchange for The Gambia, and an industry fully dependent on efficient and safe transportation, MOTC and Gambia Tourism Board shall be involved in the implementation of this Policy through the promotion of the guiding principles to its partners
- **Ministry of Lands and Regional Administration** - through the Departments of Lands and Surveys and Physical Planning and Housing, this Ministry oversees the enforcement of laws on land use administration and regulation of all developments including transport infrastructure. In addition, all local authorities in the country are under this Ministry, and are responsible for construction and maintenance of local minor roads under their jurisdiction, and the provision and management of car parks. They shall collaborate with MOTWI in the implementation of transport initiative specific to their locality. The Ministry shall encourage the creation of Local Road Authorities (as per the Local Government Act, 2002) in all Local Area Councils to oversee the regional road networks management with support from NRA.
- **Ministry of Interior** - this Ministry, through the Gambia Police Force (GPF) shall be responsible for only enforcing the road traffic laws and regulations, their current functions transferred to the MOTWI. However, the Police provide road safety education (in collaboration with others including the Gambia Road Safety Committee), and security for the protection of life and property in transportation. The Police shall control speed, alcohol and drug abuse by road users, overloading, and illegal parking, amongst others. The Gambia Immigration Department shall be responsible for regulating the transportation of illegal persons
- **The Gambia Armed Forces (GAF)** - The Gambian Navy under the GAF has the role of enforcing laws relating to water transportation from fisheries activities to illegal migration of persons; thus, it shall be involved in the implementation of the related strategic actions of the Policy.
- **The Private Sector** - has constantly been involved in the provision of services, particularly road transportation. However, this Policy calls for increased private sector participation particularly through Gambia Chamber of Commerce and Industry (GGCI) including establishment of transport infrastructure such as privately managed car parks and toll bridges, etc. The private sector, with adequate human and equipment resources, shall also be encouraged to take part in

the maintenance and construction of transportation infrastructure to reduce the dependence on imported contractors. In addition, the private sector shall contribute its expertise in policy, plan and program formulation, sensitization, and research in transportation.

The role of insurance companies in this policy implementation process includes the reduction of uncertainty due to losses or destruction during transportation that encourages individuals and businesses to take the associated risks.

- **Civil Society** - Civil Society Organizations represent and advocate for various citizens of shared interest such as unions of truck drivers, dock workers, tourist taxi drivers, the physically challenged and community based organizations. These groups are influential in the development of transport policies and regulations to ensure their requirements are fully catered for, and shall subsequently play specific roles in the implementation of the respective strategic actions of this NTP.
- **The Gambia Road Safety Committee** – a multi-agency governance group chaired by the MOTWI charged with responding to the Road Safety challenge, with a lean Secretariat provided by the Road Safety Unit, to be funded under the Road Fund
- **The National Road Safety Council** – a multi-agency body to be created and housed at MOTWI charged with responding to the Road Safety challenge. With a lean Secretariat to be funded under the Road Fund
- **National Transport Control Union/Association** – These will include the Government Civil Service Drivers' Association, among others. The Union/Association will serve as mechanisms for communication between MOTWI and the service providers to facilitate consultations on issues of mutual interest. These issues will include ensuring that important transportation information is transferred efficiently, and concerns addressed in a timely manner. In addition it will perform other roles including:
 - Raise awareness on the economic importance and place for the transport industry in general
 - Contribute to national transport policy formulation to ensure the provision of equitable and fair transport policy in the country
 - Monitoring and informing regarding effective law enforcement of transport policy and allied regulations in the Gambia
 - Establish and maintain a forum for the exchange of ideas and expertise; joint problem solving and maximization of transport economic efficiency in the Gambia
 - Monitor global trends and developments with the view to introducing value added modern features and practices for enhanced operational and cost efficiency in transport in the Gambia

- Consult and join forces with other strategic partners to facilitate service design standards aimed at enhanced efficiency, and tailor made customer service standards
- Development of transport standards that promote competitiveness of the Gambia over sister countries
- Implementation, monitoring, validation and enforcement of regional and international standards and practices as enshrined in international conventions such as the ECOWAS Transport Protocols
- Implementation of appropriate real time information systems for informed operational and business decision making, advance customer information and other commercial applications
- Transport Association to constitute part of the solution and not part of the problem towards the harmonization and efficient provision of transport services
- Actively participate and co-operate on corridor development initiatives involving all stakeholders and parties
- Undertake impact assessments of adverse developments with direct impact on quality or capacity of transport delivery (e.g. floods, fuel shortages) and formulate desirable interventions in consultation with all stakeholders to alleviate the situation in national interests
- Assist in formulation and implementation of sustainable measures and premises for the levelling of the playing field based on "*the user pays principle*" and "*total infrastructure cost recovery regime*"

CHAPTER 9: FINANCING OPTIONS FOR THE POLICY

i. Regional and International Bilateral Cooperation

For sustainable financing of this Policy implementation, the Government will work with its development partners both within the region and beyond. The Government will embark on an aggressive resource mobilization program, particularly with respect to accessing funds under both bilateral and multilateral agreements through the preparation of bankable projects. The country is signatory to quite a few multilateral agreements (e.g. ICAO, IMO, ILO, WTO, ECOWAS, etc.).

Its status as a Least Developed Country and a developing country party to these international conventions makes it eligible to receive resources from these global processes to finance nationally based activities within the context of the conventions.

For example, the GCAA currently has an MOU with ASECNA; to strengthen this relationship, however, there is need to further investigate the possibility of joining this Agency for guaranteed resources for compliance to international aviation standards. IMO has global programs for the development of capacity of national regulatory agencies to implement their mandates more efficiently. Furthermore, the Gambia should explore potential sources such as the ICAO fund to support carbon reduction activities, such as tree planting at national levels, in an aim to compensate for aviation air pollution.

ii. Use of Road Fund

The national Road Fund is a major funding source in the implementation of the NTP, particularly in the maintenance and rehabilitation of the national Road network. Road Funds have generally proven to be effective mechanisms of funding long term sustainable road network development processes. They are unlike the system of funding of most development projects (with the typical two to five year funding), which is vulnerable to unpredictable fluctuations in government and donor agency budgets and priorities.

Funding from the Fund would include development of capacity of local contractors and bring them up to be able bid for long term contracts. A strategy for continuous replenishment of the Fund would be developed, including creation of Public Private Partnership (PPP) programs to encourage the private sector to participate in financing the transport sector.

iii. Other Multilateral Funding Options

Other multilateral donors for potential support in development of the transport sector include the following development banks and economic Unions:

- Arab Bank for Economic Development in Africa (BADEA)
- ECOWAS Bank for Investment and Development (formerly ECOWAS Fund)
- World Bank (WB)
- Africa Capacity Building Foundation (ACBF)
- Islamic Development Bank (IDB)
- African Development Bank (AfDB)
- KfW Development Bank (KfW)
- Economic Community of West African States (ECOWAS)
- European Union (EU)

iv. Private sector Participation

In order to leverage private-sector investment, international funding will be blended with government resources through the GCCF. Government will continue leveraging private investments through the development and use of innovative financial instruments. Key instruments and actions for attracting private sector investment may include:

- Sensitising the Gambian private sector on investment benefits and opportunities of and innovation
- Exploring the contribution of export credits to climate change finance
- Developing incentives for the private sector, such as tax breaks, to enhance the use of renewable energy, energy efficiency technologies, and energy conservation practices

CHAPTER 10: POLICY IMPLEMENTATION - MONITORING, REVIEW AND EVALUATION

This Policy is formulated to guide development of the entire transport sector in The Gambia; therefore, to determine whether its implementation is successful, monitoring and evaluation becomes integral. In

this regard a robust and participatory monitoring and evaluation system will be developed to undertake regular monitoring and evaluation of this NTP implementation.

The purpose of this will be to monitor progress towards the delivery of policy objectives, and to identify the impact of implemented actions, tracking performance based on measurable indicators, comparing the baseline data and targets as set in the Policy. In addition, the monitoring and evaluation process shall aim to address the risks that could hinder achievement of the Policy objectives.

Output indicative of attaining the Policy aims and objectives include:

- Strengthened capacity of the MOTWI and other identified institutions, including the private sector and civil society, to effectively implement their identified roles
- The recommended changes to the institutional framework for the NTP implementation is put in place and operational within five years of this Policy's adoption
- The appropriate legal framework is developed or updated to guide implementation
- By 2019, the National Transport Masterplan is developed and adopted with harmonized sub-sector action plans that include more specific monitoring indicators and timeline

Considering the varied stakeholders and issues, a strong and centralized monitoring body is essential for effective monitoring and reporting; the proposed new Transport Policy Planning Unit at the MOWTI shall coordinate the process, and making mid-course corrections where necessary. Design of the NTP monitoring and evaluation system (including disaggregated indicators and outcomes) shall take into account the need for integration with the proposed national monitoring and evaluation system of the NDP.

An efficient reporting system will be designed to allow for transparency and civil society engagement, as well as for reporting to the wider international partners. An annual review of the policy implementation will include preparation of assessment reports with the involvement of all relevant stakeholders. This shall be conducted to give feedback on the implementation progress, keep stakeholders involved, and maintain credibility through reporting.

With regards to evaluation, a comprehensive midterm and end of term Policy evaluations are recommended to assess the effectiveness and significance of the Policy in bringing change for development of the transport sector in the Gambia. Lessons experienced shall be used to improve Policy implementation and subsequent planning.

APPENDICES

APPENDIX 1: National Transport Policy Implementation Plan

ROAD TRANSPORT POLICY (RTP)							
Policy No:	Objectives	Strategic Actions	Objectively Verifiable Indicators	Lead Agency	Partner Institutions	Timeline	Possible Funding source (s)
RTP POL 1	Maintain the road infrastructure network	Prioritize road maintenance above construction	No/ km of roads rehabilitated	NRA	Private contractors	2018- 2027	Road Fund
		Adopt staged program in road rehabilitation by sequencing	Km of roads rehabilitated by sequencing	NRA	Private contractors	2018 -2027	Road Fund
		Provide “all-weather” access roads to important communities	Km of “all weather” access done; No. of communities accessed	NRA	Private contractors	2018/2027	Road Fund
		Provide “all-weather” access roads to areas of economic development priorities	Km of “all weather” roads to areas done	NRA /MOTWI	Area Councils/ Municipalities	2018/2019/ 2020	MOFEA/ Donors
		Create local Roads Committees in Area Councils	No. of Committees created and operational	NRA/ MOTWI	Area Councils	2018/2019/ 2020	Road Fund
RTP POL 2	Support training program to build national capacity in road works	Train NRA staff in specific areas	No. of NRA staff trained	NRA	MOTWI	2018-2020	Road Fund
		NRA to build capacity and skills of other relevant partners	No. of relevant partners' capacity built	NRA	Private contractors/ Municipality	2018-2020	Road Fund

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		Develop training courses based on a training needs assessment at the Gambia Technical Training Institute (GTTI) and UTG	No. of training courses developed; Reports on assessment		/MOTWI/ MOHERST	2018/2019/ 2020	MOFEA
		Enlist candidates in ongoing capacity building programs	No. of candidates enlisted	UTG/ GTTI/ MOTWI Gamworks	Gamworks Private contractors	2018-2020	GRA/ Gamworks/ Donors
RTP POL 3	Provide sound and stable financial basis to maintain the road infrastructure	Provide necessary financial resources earmarked for the National Road Fund	Records of monies paid into the Fund	MOFEA	NRA/GRA/	Monthly/Quarterly	MOFEA/GRA
		The Road Fund to provide resources to local area councils and communities	Records of monies provided to Area Councils and Communities	Road Fund	Area Councils/ Municipalities/ Communities	Monthly/ Quarterly/	MOFEA/ GRA
		Introduce other road user fees and levies	No. of other user fees introduced	MOFEA/ GRA	MOTWI	2018/19/20	MOFEA/GRA
		Strengthen bilateral cooperation with existing and other potential partners	No. of consultations with existing partners made; No. of new cooperation agreements made	MOTWI/ MOFA	NRA/MOTIRE/	2018/19/20 /	MOFEA
RTP POL 4	Establish and maintain sound programmatic maintenance planning and budgeting systems and procedures	Maintain and update a database of the road network for the country	Updated database of road network maintained	NRA	MOTWI/ Municipalities	2018 - 2027	Road Fund
		Undertake engineering or traffic studies and surveys necessary to monitor the condition of the national road network and its	No. of traffic studies/surveys conducted; reports of studies/surveys	NRA/	MOTWI	2018/19/20	MOFEA/ GRA

		usage Keep adequate cost records and operate a management information system Undertake program of staff training and building of institutional capacity within the country through the training of both private contractors and staff of municipal road maintenance teams Train small time contractors in use of labor based maintenance techniques	MIS and cost records system established No. of institutions' capacities built; No. of private contractors trained; No. of Staff of Municipalities trained; No. of use of labor-based maintenance techniques supported	NRA NRA/MO TWI NRA	MOTWI Private contractors/ Municipality MOTWI/private sector /Gamworks	2018- 2027 2018/19/20 2018/- 2027	MOFEA/ GRA MOFEA/ GRA MOFEA/ GRA/ Private sector
RTP	Strengthen management of roads by provision of a proper institutional framework, effective systems and procedures, and strengthening managerial accountability	Rationalize and define institutional responsibility for hierarchy of roads in order to improve efficiency, transparency and accountability Clarify institutional responsibilities by clearly establishing who is responsible for what Harmonize NRA Act which mandates NRA as being responsible for all national roads, and the Local Government Act, which assigns responsibility to local Area Councils for maintenance of local feeder roads	Records of rationalized institutional responsibility Records and reports establishing institutional responsibility The two Acts are harmonized	NRA NRA MOTWI/ MoLRA	MOTWI/Municipalities/Area Councils MOTWI/Municipalities/Area Councils Attorney General's Chambers	2018 -2020 2018-2020 2018/2019	Road Fund MOFEA MOFEA

RTP POL 6	Increase the role of the private sector in road construction and maintenance	MOTWI to facilitate creation of Contractors' Registration Board for classifying civil works contractors	Contractors' Registration Board created	MOTWI	Private contractors	2018	Private sector
		Provide support to local contractors to meet pre-qualification requirements for upgrading and rehabilitation works	Records of support provided to local contractors	NRA	Private contractors/MOTWI	2018/2019	MOTWI
		Reform the procurement procedures to allow participation of local contractors	Procurement procedures reformed; reports of the process; No. of beneficiary local contractors	MOTWI	NRA/GPPA/GR A	2018-2025	Road Fund
		Implement road maintenance by allocation of long term maintenance contracts to private companies rather than using force account	Records of long term maintenance contracts available	NRA	Private contractors/MOTWI	2018 -2027	MOTWI
		Encourage the private sector to set up equipment leasing companies	Records of support to private sector; No. of equipment leasing companies	MOTWI	NRA/Private contractors/Gamworks	2018 -2025	MOTWI
		Create an adjudication board for settling disputes	Adjudication Board created	MOTWI	NRA/ Private contractors/MOTWI	2018/2019/ 2020	Road Fund
		Encourage licensing of construction equipment as bank collateral and the provision of mobilization advances for private contractors	No. of licenses of construction equipment;	MOTWI	NRA/ Private contractors/MOTWI	2018 -2025	MOFEA
RTP POL 7	MOTWI to facilitate	Use labor-based methods for small scale enterprises to enable	No. of small scale enterprises in maintenance of feeder roads;	NRA	MOTWI/Local Private	2018- 2027	Road Fund

	capacity building of small-sized local contractors to perform road construction and maintenance works	them participate in maintenance of rural feeder roads Facilitate training programs to develop capacity of labor-based contractors	No. of local contractors trained	NRA/	contractors	2018- 2027	Road Fund
		Encourage sub-contracting major civil works to locals, packaging works to allow participation of local firms in the tendering process	No. of local firms participating in tendering process	NRA/MO TWI	MOTWI/Local Private contractors/ Gamworks	2018-2027	Road Fund
		MOTWI to look into possibility to provide road maintenance equipment to the local contractors on a rental basis to facilitate their take-off (at least as a stop gap measure)	No. of local contractors renting equipment	MOTWI	Local Private contractors	2018-2027	Road Fund
		Facilitate provision of soft loans to local contractors to enable them to procure equipment	Record of soft loans available; No. of local contractors accessing loan	Local Private contractors	Local Private contractors/ MOTWI	2018-2027	MOTWI
		Train local contractors and Government agencies involved in joint implementation of road works (both at the technical and the managerial levels)	No. of local contractors trained; No. of Government agencies trained;	NRA	Local Private contractors// Gamworks	2018– 2027	Road Fund
		Streamline contractual regulations and introduce simple contract documents with appropriate clauses on the treatment of workers, and the procurement of specific tools and light equipment	Records and reports of process	NRA	Local Private contractors /Gamworks	2018- 2027	Road Fund
RTP	Provide support	Support the Municipalities and	Records and reports of support	NRA/MO	Municipalitie	2018-2027	Road

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POL 8	and supervision to other institutions and entities in road infrastructure development and maintenance	Area Councils with funds from the Road Fund and expertise in the maintenance of the roads within their areas	prided;	TWI	s		Fund/ Municipali ties
		Develop MOU with Government Ministries and any other entity (including the private sector in matters relating to roadworks funded under their mandates such as feeder road programs to and from production centers)	Records of MOUs developed with Ministries;	NRA/ MOTWI	Other Ministries	2018-2027	MOTWI/ Other Ministries
		Develop and advocate a program of sensitization on the need for consultation during the planning, designing and implementation of feeder roads within the sectoral programs	No. of Sensitization and consultative meetings held	MOTWI/ NRA	MOTWI/Other Ministries	2018-2020	MOTWI
PASSENGER AND FREIGHT TRANSPORT POLICY (PFT)							
Policy No:	Objectives	Strategic Actions	Objectively Verifiable indicators	Lead Agency	Partner Institutions	Timeline	Possible Funding source (s)
PFT POL 1	To create an enabling environment where local investments in the sector can be encouraged and protected	Liaise closely with local transport Association and/or Union to promote effective and efficient operation in the sector	Reports on liaison and consultations conducted with transport Association/Union	MOTWI/ Regulatory Unit	Police/ Association/ Union/MOTI RIE	2018-2026	MOFEA/As sociation/ Union/ MOTIE
		Explore tax reduction on new vehicles, spare parts, etc.	Reports on process for tax reductions on new vehicles; evidence-based records on reduced taxes on new vehicles and spare parts	MOTWI/MO FEA	MOTWI/ Association/ Union/ MOTIE	2018-2020	MOFEA/Un ion/Assoc.
		Conduct rigorous roadworthiness tests annually	Annual reports on results of tests	Regulatory Unit/MOTW I	Police/ Association/ Union/	2018-2026	MOFEA/ Private sector

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		Age limit of second hand vehicles to be capped to not more than 10 years old	Reports on implementation process; evidence-based records on age limit of second hand capped at 10 years	MOFEA	MOTWI/ MOTIE// Assoc./Union	2018-2020	MOFEA/ MOTWI
PFT POL 2	Control and manage movement of traffic on the national road infrastructure to protect it from deterioration	Enforce both national laws and regional protocols (including axle load) of the ECOWAS Protocol related to overloading of freight trucks	No. of vehicles apprehended for overloading; periodic reports on implementation progress	Regulatory Unit/ MOTWI /NRA	Police/MOTRIE/ Association/ Union/GCCI/ EU	2018-2026	MOFEA
		All vehicles wishing to transit The Gambia to pay transit fee into Road Fund	No. of vehicles that pay transit fees	Regulatory Unit/MOTWI	Police/ MOTIE/ Association/ Union/GCCI	2018	MOFEA
		Fine all vehicles using Gambian roads (national or foreign vehicle) that exceed the prescribed maximum axle load and height limits from onward travel unless the excess load has been removed	Progress reports on implementation; No. of vehicles fined	Regulatory Unit/MOTWI	Police/ MOTIE/ Association/ Union/GCCI	2018	MOFEA
		Review existing traffic laws and regulations to enable the above to be implemented	Existing relevant traffic laws reviewed and enforced	Regulatory Unit/ MOTWI/ NRA	Police/ MOTIE/ Association/ Union/GCCI/ MOJ	2018-2019	MOFEA
		Introduce weigh bridges at strategic locations along the corridor	Weigh bridges available at strategic locations	Regulatory Unit/MOTWI/NRA	Police/ MOTIE/EU/ Association/ Union/GCCI/ Afri Pessage	2018	MOFEA/EU

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		Introduce Heavy Vehicle Management Program for vehicle overload control	Progress reports on implementation of program	NRA/ Regulatory Unit/ MOTWI	Police/ MOTIE/ Association/ Union/GCCI/ EU	2018	MOFEA
		As a Contracting Party, The Gambia to consult ECOWAS in order to take a regional approach on the issue of exceeding prescribed maximum axle load	Progress report on coordinating process; No. of regional consultations on the issue	MOTWI/ NRA/ MOTIRIE	GCCI/ MOFEA/ ECOWAS Association/ Union	2018-2020	MOFEA
PTF POL 3	To participate in Regional, sub regional cooperation in the field of transport	Implement the bilateral/tripartite agreements (Gambia/Senegal/Mali) to facilitate movement of traffic in each other's territories	Progress reports on implementation of agreements	MOTWI/ MOTIRIE	GCCI/MOFE A/ Senegal/Mali/ Transport Association/ Union	2018-2026	MOFEA
		Create Corridor Management Organization within the road networks that use The Banjul Port as gateway	Corridor Management Committee is created	MOTWI/ MOTIE	GPA/GCCI/ Senegal/ Mali/ Transport Association/ Union/ GRA	2018-2019	MOFEA
		Within the context of ECOWAS Gambia to be involved in developing a sub-regional program on Heavy Vehicle Management	Progress report on process; No. of regional consultations on the issue; Sub regional Program on Heavy vehicle Management is developed	MOTWI/MO TIRIE/NRA	GPA/GCCI/G RA ECOWAS Association/ Union	2018-2027	MOFEA
URBAN TRANSPORT POLICY							
Policy No:	Objectives	Strategic Actions	Objectively Verifiable indicators	Lead Agency	Partner Institutions	Timeline	Funding source (s)

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URT POL 1	Government will prioritize the improvement of the management of the urban transportation system within the CBDs to enhance urban transport planning	Introduce hierarchical road system for the GBA and other emerging towns	Hierarchical road system for the GBA and emerging towns is introduced	NRA	MOTWI/ Municipalities/	2018=2020	MOFEA
		Conduct studies with a view to developing a GBA Land Use/Transportation Plan to enable effective planning between the CBD and residential areas, and the transport system	Study report on GBA Land Use/Transportation is produced	MOTWI	MOLRA/NEA	2018-2020	MOTWI/ MOLRA
		Municipal Governments will allocate land on which to build dedicated taxi hubs and truck depots in the municipalities and Local Area Councils	Land to build taxi hubs and truck depots is provided by Municipalities and Area Councils	Municipalities/Area Councils	MOLRA	2018-2020	Municipalities
URT POL 2	Government will Regulate the Urban Transport Services	Review existing laws aimed at defining role of Government in the sector as a facilitator regulator, and enforcer	Relevant existing laws are reviewed and amended accordingly	MOTWI	MOJ	2018-2019	MOFEA
		Enact laws and regulations to define role of national transport associations	Relevant existing laws are reviewed and amended accordingly	MOTWI	MOJ	2018-2019	MOTWI
		Review traffic laws with regard to urban traffic and transport including NMT and physically challenged	Relevant existing laws are reviewed and amended accordingly	MOTWI	MOJ	2018-2019	MOFEA
		Provide adequate laws and regulation for NMT operations	NMT laws and regulations are in place	MOTWI	MOJ	2018-2019	MOFEA
		Specifically review the PURA Act, 2001 to disengage it from regulating national road, maritime and air transport	PURA Act, 2001 is amended accordingly	MOTWI	MOJ	2018-2019	MOFEA
URT POL 3	To support private sector	Create incentives for private sector operators to invest in	Incentives are created (concessionaires, bus	MOTWI	MOFEA/MOTIRIE	2018-2020	MOFEA

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	participation in the urban transport sector	public transportation including partnering with the private sector concessionaries for operation by providing bus lanes, parks, stops, etc. Provide tax breaks, duty free import of spare parts, etc.	lanes, stops, etc.) are created Incentives (tax breaks, etc.) are introduced	MOFEA	MOTWI/ MOTIE	2018-2020	MOFEA
NMT AND PHYSICALLY CHALLENGED PERSONS POLICY							
NMTDP POL 1	Government will improve facilities and regulations for NMTs	Facilities to be provided for pedestrians, disabled road users, cyclists and animal-drawn carts where warranted	Reports on facilities provided	NRA	MOTWI/ Reg. Unit/Muni// Assocs. Physically Challenged	Timeline 2018-2025	Road Fund
		Restrictions to be placed on the use of animal and hand-carts where warranted	Reports on implementation progress; signboards and other markings indicative of restrictions	NRA	MOTWI/ Reg. Unit/Municipalities	2018-2025	Road Fund
		Police to enforce new regulations	No. of apprehensions and prosecutions	Police/ Reg. Unit	Transport Association/ Union	2018-2025	MOFEA Road Fund
		Develop Non-motorized transport infrastructure to improve affordability and accessibility for urban and rural communities	Reports on infrastructure provided; types and numbers of infrastructure developed;	NRA	MOTWI/ Reg/ Unit/Municipalities	2018- 2020	Road Fund
		Rehabilitate NMT routes and free them from encroachment	Km of NMT routes rehabilitated	NRA	MOTWI/ Reg./ Unit/Municipalities	2018-2020 2018-2020	Road Fund Road Fund
		Raise awareness of benefits of NMT especially the use of bicycles and pedestrian safety starting with schools and other	No. of awareness campaigns conducted; No. of participants; No of schools involved	MOTWI/ NRA	MOBSE/ MOHERST/ MOH	2018-2020	MOFEA

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		educational institutions Carry out surveys to determine user needs and, where required, incorporate NMT facilities in infrastructure planning and development Strictly enforce regulations including penalties to discourage encroachment on existing NMT facilities	Survey reports are available; No. of NMT facilities incorporated into infrastructure planning and development Reports on progress; No. of apprehensions and prosecutions made	NRA/ MOTWI Police/ Reg. Unit Reg. Unit	Municipalities/Area Councils Police	2018-20200 2018-2027	NRA MOFEA
NMTDP POL 2	Government to create the environment that would ease and facilitate the inclusion of physically challenged within the national transport system	NRA to build appropriate infrastructure for use by pedestrians and physically challenged persons	No. of appropriate infrastructure built	NRA	MOTWI/	2018-2020	MOTWI/ MOFEA/ Donors/ Road Fund
		Public transports that operate a fixed route service to provide paratransit services	No. of public transports that provide paratransit services	MOTWI/ Regulatory Unit	Private sector	2018-2027	Private sector
		Government will introduce incentives to encourage public transport operators to purchase or lease vehicles that are accessible by physically challenged persons	No. of operators that purchase or lease vehicles accessible to physically challenged persons; no. of operators offered tax breaks or other incentives	Regulatory Unit	MOTWI	2018-2027	MOFEA/ Private sector/Donors
		Make provisions for physically challenged persons in ferry design as well as terminal facilities	No. of facilities incorporated in ferry designs and terminal facilities; No. of ferries fitted with the facilities	GPA	MOTWI	2018-2027	GPA
		GCAA to maintain industry “best practices” in the area of service to the disabled person particularly wheelchair travelers to and from the aircraft at BIA	No. of appropriate facilities and services available; No of wheel chair travelers provided with appropriate facilities and services	GCAA	GIA	2018-2020	GCAA/GIA

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		Carry out sensitization and educational programs aimed at changing the attitudes and behaviors of the public and staff of public transport towards physically challenged persons	No. of sensitization campaigns carried out; No of participants; reports produced from these processes	MOTWI	NCWCDPA	2018-2027	MOTWI/ NCWCDPA /NGOs /Donors
RURAL TRANSPORT POLICY							
Policy No:	Objectives	Strategic Actions	Objectively Verifiable indicators	Lead Agency	Partner Institutions	Timeline	Possible Funding source (s)
RURAL TRPOL 1	To provide adequate rural roads to increase the “proportion of the rural population who live within 2 km of an all-season road” and to promote economic growth and provision of social services aimed at reduction of poverty	Include a specific allocation annually from the Road Fund for purpose of maintenance of the rural roads	Allocated annual amount from the Road Fund; annual reports on the process	NRA	Area Councils/ Municipalities	2018-2027	Road Fund
		Establish a Local Roads Authority in all Local Government Councils to include NRA, and local communities to participate in the planning for rural road maintenance	Local Roads Authorities established; records of proceedings of the Roads Authorities; No. of meetings per year	Area Councils/ Municipalities	NRA/ Local communities/ private contractors	2018-2027	Road Fund/ Municipalities
		NRA to develop a program of labor-based road improvements for rural roads, with the aim of supporting important economic sectors (e.g. agriculture), and to build capacity within the local road construction industry	Labor-based road improvement program developed; records and progress reports on program implementation; km of rural roads improved; no. of persons trained	NRA	Area Councils/ Municipalities/ local communities/ private contractors	2018-2027	Road Fund
		Municipalities and local communities to ensure that the development, rehabilitation and maintenance of rural roads receive timely attention;	Inspection reports on road conditions; Annual rehabilitation and activity planning reports; progress reports on implementation	Municipalities/A. Coun	NRA/ Local communities/ private contractors	2018-2027	Road Fund/ Area Councils/ Municipalities

		informing NRA in good time the requirements of each locality through the appropriate representative body NRA to coordinate sharing of knowledge, lessons learned, and practical experience as an integral part of a capacity building process for local practitioners Establish “Transport Units” in each regional/local Government area to participate in the construction and maintenance of rural roads to enhance capacity building of the people involved NRA , in consultation with the Municipalities and Area Councils to develop a 10-year rural road development program	No. and type of knowledge sharing forum organized; no of participants; reports on the proceedings of capacity building sessions Transport Units are established in each Area Council; no. of times Unit participates in maintenance of rural roads; No of persons involved: km of rural roads completed A 10-year rural road development program is developed; reports on proceedings of planning sessions; bi annual progress reports on implementation process	NRA Muni/ Area Councils NRA	Area Councils/ Muni/ local communities/ private contractors NRA/private contractors Area Councils/ Muni/local comm. private contractors	2018-2020 2018-2020 2018-2023	ties Road Fund Road Fund/ Municipalities/Area Councils Road Fund Road Fund
RURAL TR POL 2	Government to fully involve local communities in the rehabilitation and maintenance of the rural road infrastructure	Establish a “Rural Road Committee” overseen by a multi-sectoral “Rural Road Committee” to advice on sites and areas requiring attention.	A Rural Road Committee is established per Region; periodic reports and minutes of the proceedings of the Committee; km of sites and roads proposed as requiring attention by Fund Committee;	NRA	Area Councils/ Municipalities/ local communities/ private contractors	2018-2027	Road Fund/ Municipalities/Area Councils

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		Encourage communities to create self-help initiative 'Tesito' with material and technical contribution from Government	No. of self-help initiatives ("Tesito") carried out by the local communities;	NRA/	Area Councils/ Mun./local comm./ private contractors	2018-2027	Road Fund/ Municipalities/Area Councils
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ROAD SAFETY POLICY

Policy No:	Objectives	Strategic Actions	Objectively Verifiable indicators	Lead Agency	Partner Institutions	Timeline	Possible Funding source (s)
RSP POL 1:	Government is committed to significantly reducing road traffic fatalities and injuries	Create a Road Safety Unit within MOTWI to perform the lead agency function for Gambia and coordinate all aspects of Road Safety	Road Safety Unit created within MOTWI	MOTWI	MOFEA/PMO	2018	MOFEA
		Establish a new cross-agency governance group for road safety, the Gambia Road Safety Committee,(GRSC)	Gambia Road Safety Comm. is established	MOTWI	WHO/SSATP /NRA/Memb ers of the GRSC	2018-2027	MOFEA/Ro ad Fund
		Prepare longer term road safety strategy to provide more specific direction and support for various agencies and stakeholders	Road Safety strategy; Reports on process	Road Safety Unit	WHO/SSATP /NRA/Memb ers of the GRSC	2018-2027	MOFEA/Ro ad Fund
		Work towards establishment of a dedicated road safety agency	Road Safety Agency created; Reports on process	MOTWI	MOFEA/PMO	2018 - 2027	MOFEA
RSP POL 2:	Strengthen road safety management systems	Modernize the collection, management, and analysis of road safety data to improve targeting, monitoring, and evaluating road safety activity	Reports on process; Periodic reports on data management, monitoring and evaluation of road safety activities	Road Safety Unit	MOTWI/ WHO/SSATP /NRA/ Members of the GRSC	2018-2027	MOFEA/ Road Fund
		Introduce levies on compulsory vehicle insurance premiums	Reports on process; Revenue collected	Road Safety Unit	MOTWI/ MOFEA	2018-2027	MOFEA/ MOTWI

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		Allocate at least 5 percent of Road Fund for road safety activities endorsed by the GRSC	Reports on process; amount allocated for road safety activities	NRA	Road Safety Unit/MOTWI	2018-2027	Road Fund
		Encourage financial contributions from international development partners and private organizations	Reports on process; No. of development partners and private organizations that contribute; amount contributed by partners	Road Safety Unit	SSATP/NRA/ Members of the GRSC	2018-2027	MOFEA/ SSATP
		Build professional road safety capacity across all major areas of activity including safe roads, traffic law enforcement, and post-crash response	No. of persons trained; No. of areas in which capacity built; Reports emanating from process	Road Safety Unit	SSATP/NRA/ Members of the GRSC	2018-2027	MOFEA/ Road Fund
		Encourage civil society organizations, and the private sector, particularly insurance companies and organizations connected to road transport, to be actively involved in Road Safety Activities	Reports on process to create partnerships; No. of consultative meetings held; evidence-based reports on involvement and/or financial contributions by CSOs and insurance companies to the process	Road Safety Unit	GCCI/MOI/ Private Sector/ National Assembly Select Committee on Infrs.	2018-2027	Road Fund/MOF EA/ Private Sector
		Carry out sensitization programs and activities on Road Safety and establish mechanisms for communication and exchange of good practices	No. of sensitization programs conducted; reports on process to establish mechanisms on exchange of good practices	Road Safety Unit	NRA/ Members of the GRSC	2018-2027	Road Fund/ MOFEA

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RSP POL 3	Introduce Road Safety Engineering Measures	Introduce traffic crash prevention measures (led by NRA), working in collaboration with the Traffic Police, Ministry of Local Government (MOLG), etc.	Evidence-based accident traffic prevention measures are introduced	Road Safety Unit	MOH/ Red Cross/ GFRS/Youth Parliament	2018-2027	MOFEA
		Introduce road safety audit procedures at all stages of road planning, design and construction, and to identify treatments on new	Reports and records of evaluation and safety audits	Road Safety Unit	NRA/ Members of the GRSC	2018-2027	MOFEA
		Identify traffic crash “blackspots” (locations where serious accidents occur frequently) and develop/implement engineering measures to remediate the safety issues	Blackspots are identified; reports on engineering measures to remedy safety issues are produced; reports on implementation of remedial measures produced	Road Safety Unit	NRA/ Members of the GRSC	2018-2027	MOFEA
		NRA to maintain records and evaluations of the RSA and inspections, and the results of remediation undertaken (e.g. types of measures, costs vs benefits, etc.)	Evidence-based reports on evaluation of the effectiveness or expected outcome of different types of road safety interventions; Road safety audit procedures developed and implemented	Road Safety Unit	NRA/ Members of the GRSC	2018-2027	MOFEA
		Upgrade infrastructure safety standards – relating to safety of pedestrians, and safety in urban areas, particularly, as well as more generally to issues such as traffic signs and road marking and environmental issues relating for example to areas prone to flooding, drainage, air	Infrastructure safety standards upgraded; reports on the process; traffic signs and road markings evident; signs and markings related to environmental issues evident	Road Safety Unit	NRA/ Members of the GRSC	2018-2027	MOFEA

		pollution and dust. Reduce the number of access points on all road types to improve operational safety, aid traffic flow, and protect NMTs and pedestrians including persons with disability Designate “safe-stopping off-road areas” on all major roads to promote the safety of public transport services and their users (through pedestrian infrastructure for example) and assist with efficient traffic flow. Coordinate with Utility companies when they are planning for works involving breaking of road surfaces to ensure that all works are reinstated to the existing standards, and to the approval of NRA	No. of access points reduced; reports of program and process to reduce access points No. of areas designated; the reports on process developed No. of coordination meetings held; evidence-based reduction in frequency of breaking of road surfaces	Road Safety Unit Road Safety Unit Road Safety Unit	NRA/ Members of the GRSC NRA/ Members of the GRSC NRA/MOI /Utility Companies /Nat. Assembly Select Committee on Infrac.	2018-2027 2018-2027 2018-2027	MOFEA MOFEA MOFEA
RSP POL 4	Strengthen road safety laws and enforcement	Review laws and regulations relating to speeding and drink driving to ensure they can be easily enforced and tougher penalties apply, and increase the capacity of Traffic Police to enforce them Review laws and regulations relating to driver licensing, transport operator safety and motor vehicle testing and improve regulatory systems and audits to ensure compliance	Laws and regulations on speeding/drink driving reviewed and enforced; No. of arrests of offenders made; reports on process; types of capacity of Traffic Police enhanced; No. of Officers trained Laws and regulations on driver licensing transport operator safety/motor vehicle testing reviewed and enforced; Reports on the process	Road Safety Unit Road Safety Unit	NRA/MOI/ Members of the GRSC NRA/MOI/ Members of the GRSC	2018-2027 2018-2027	MOFEA MOFEA

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		Conduct road safety education and publicity campaigns in association with new laws or enforcement activity, through public education on radio, TV, drama, Schools, leaflets, etc.	No. of road safety education and publicity campaigns conducted; reports on process; No. of persons reached; No. of schools reached; leaflets/brochures produced	Road Safety Unit	NRA/MOI/ Members of the GRSC/GRTS/ MOBSE/ MOHESRT	2018-2027	MOFEA
RSP POL 5	Improve post-crash response	Strengthen the human and financial resources of emergency services of hospitals as well as first aid services for victims of road accidents	Reports on process; No. of hospitals' emergency services strengthened; types and No. of first aid services strengthened; No. of road accident victims benefiting from process	Road Safety Unit	NRA/MOI/ MOH Members of the GRSC	2018-2027	MOFEA
		Introduce a national emergency phone number or Hotline	National emergency Hotline established	Road Safety Unit	MOH/NRA/ MOI/ Members of the GRSC	2018-2027	MOFEA
		Provide quick emergency services for victims at crash sites to reduce the severity of injuries	Evidence-based reports on prompt emergency services for crash victims at crash sites	MOH	MOI/Road Safety Unit	2018-2027	MOFEA
		Improve professional capacity and supporting equipment at hospitals	Reports on process; No. of professional hospital personnel whose capacity is improved; types and No. of supporting equipment provided	MOH	Road Safety Unit/NRA/ MOI/ Members of the GRSC	2018-2027	MOFEA
		Establish injury rehabilitation services	Injury rehabilitation services established and effective; type and No. of services; No. of victims benefitting from services	MOH	Road Safety Unit/ Members of the GRSC	2018-2027	MOFEA

MARITIME AND RIVER TRANSPORT POLICY							
Policy No:	Objectives	Strategic Actions	Objectively Verifiable indicators	Lead Agency	Partner Institutions	Timeline	Funding source (s)
MT POL 1	Provide the best Port with the most efficient facilities and services in the sub-region, at a competitive price	Conduct systematic review of various port management models and select model that ensures improved efficiency, productivity, and private sector participation	No. and type of private sector participants in process; periodic progress reports; Minutes of review meetings	MOTWIGPA	NEA/Lands/	2018-2019	GPA
MT POL 2	Support the development of Banjul Port as a main gateway to the West-African region	Procure additional berthing and storage facilities	Additional berthing and storage facilities procured; periodic progress reports on process	GPA	MOTWI/Private sector	2019-2021	Multilateral Agencies /GPA
		Dredge approach channel to 10.2 meters to accommodate vessels of 20,000 tonnes dead weight	Approach channel dredged to 10.2 meters; periodic progress reports on process	GPA	MOTWI/Private sector	2019-2021	Multilateral/ GPA
		Deepen berths for easy access at all times	Berths deepened for easy access at all times; periodic progress reports on process	GPA	MOTWI/Private sector	2018	GPA
		Expand port with a 200 meter wharf extension with capacity to handle larger vessels	A 200 meter wharf extension of the Port is done; periodic progress reports on process	GPA	MOTWI/Private sector	2019-2021	GPA/Multilateral
		Expand berth capacity and berthing infrastructure for transshipment, etc.	Berth capacity and infrastructure for transshipment expanded; total area of expansion; types and number of infrastructure procured; periodic progress reports on process	GPA	MOTWI/Private sector	2019-202	Multilateral /GPA

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		Relocate the existing Head Office Complex	Head Office complex is relocated; periodic progress reports on process	GPA	MOTWI/Private sector	2018-2020	GPA
		Acquire additional space for the construction of new container terminal and other Port development projects	Space acquired for construction of new container terminal and other port development projects; periodic progress reports on process	GPA	MOTWI/Private sector/NEA/MLRA	2018-2020	Multilateral/GPA
MT POL 3	Government committed to provide port services and procedures that are reliable, orderly, efficient and cost-effective, in accordance with international standards	Procure appropriate and adequate equipment to meet the growing volume and cargo mix	Appropriate and adequate equipment is procured; no. of mobile cranes, Reach Stacklers, Tractor/Trailers and fork lift trucks; periodic progress reports on process	GPA	MOTWI/Private sector	2018-2022	Multilateral/GPA
		Continue to upgrade the technical skills of the human resource in order to adapt to changes in technology, and handling needs and port computerization	No. of personnel trained; progress reports on process	GPA	MOTWI/Private sector	2018-2022	GPA
		Depots (ICD) for container handling and value added activities	No. of ICDs developed; no. of value addition activities implemented; periodic reports on the process	GPA	MOTWI/Private sector	2019-2021	GPA
MT POL 4	Promote private sector participation in maritime transport services where operators and investors can realize adequate returns on their	Create incentives such as tax breaks, special investment certificates, expatriate quota, and tenure security	No. of tax breaks, investment certificates, expatriate quotas, etc. allocated	MOFEA	GPA/MOTWI/private sector	2018-2027	MOFEA
		Review and amend relevant legislation to allow private sector participation	Relevant legislation reviewed and amended; progress reports on process	MOTWI/Justice Ministry	GPA/private sector	2020-2021	GPA

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	investments	Encourage development of marina for private sector investment in tourism sector	No. of entities established; No. of vessels utilizing facilities; No. of landing facilities such as mooring pontoons built; No. of repair facilities	GPA/MOT	MOTWI/ Private sector/GTB	2018- 2020	Private sector
		The Authority will explore new business opportunities and incorporate the needs of its users within an integrated port community	No. of business opportunities established; Annual reports	GPA	Private Sector	2018-2020	GPA/Private sector
MT POL 5	Promote good international relations with other countries involved in maritime activities	Implement coastal tariff with concessions to encourage intra African trade	No. of concessions made; No. of African countries and entities involved	GPA	Private Sector	2018-2027	GPA/Private Sector
		Establish free zones for value added activities particularly for agro business	No. of Free zones established; No. of agro-businesses established; No. of persons employed	GPA	MOA/MOTIE/ Private Sector	2018-2025	Private Sector/
		Arrange linkages with other ports in the sub region	No. of linkages with other Ports formed	GPA	MOTWI/ MOTWI/Inter national Port Agencies	2018-2027	Private Sector/ GPA
		Promote the exchange of data and information with other ports	No. of Ports involved in data and information exchange; available reports and publications on the process	GPA	MOTWI/ Inter. Port Agencies/ ECOWAS transport Observatory Private Sector	2018-2027	GPA/ Private sector

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MT POL 6	Create a liberal, competitive maritime environment, and maintain a "Freeport" policy	Encourage the establishment of cargo processing plants	No. of cargo processing plants established	GPA	Private Sector	2018-2027	GPA
		Create value addition for the agro business and light industry	No. of agro businesses and light industry created	GPA	Private Sector	2018-2027	GPA/ Private Sector
		Carry out packaging, labelling and coding for the export market	Progress reports	GPA	Private Sector	2018-2027	GPA/ Private Sector
		Establish a single window goods clearance system	Progress reports	GPA	Private Sector	2018-2027	GPA/Private Sector
GAMBIA MARITIME AGENCY							
MT POL 7	Government to continue to administer and regulate all matters and activities relating to maritime shipping and marine pollution in the country's territorial sea and inland waterways	Review existing legislation to ensure proper operation of passenger and freight transport, leisure and fishing along the River Gambia and other coastal settlements	No. of legislation reviewed; periodic progress reports on process	GMA/Justice Ministry	MOTWI/ Private sector	2018-2025	GMA
		Strengthen procedures for registration and annual licencing of local pirogues, industrial fishing vessels and inland water crafts including artisanal fishing canoes	No. of local pirogues and inland water crafts licensed annually; Annual reports	GMA	MOTWI/Private sector/Ministry of Fisheries	2018-2025	GMA/MOTI
		Develop operational standards for better control and monitoring of the operations of local pirogues	Annual implementation reports; monitoring reports	GMA	MOTWI/ Private sector/Gambia Navy	2018-2025	GMA
		Carry out periodic review of tariff and charges within this sector	Annual reports on process	GMA	MOTWI/Private sector	2018-2027	GMA
		Implement continuous	No. of sensitization forum;	GMA	MOTWI/	2018-2027	GMA

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		sensitization activities regarding safety, protection of the marine environment and other operational procedures	no. of persons/landing sites sensitized; No. of radio programs (phone-in conducted; progress reports		Private sector		
MT POL 8	GMA to build capacity of Gambian youth engaged in the maritime sector	Training and certification of seafarers	No. of seafarers trained and certificated	GMA	MOTWI/Private sector	2018-2027	GMA
		Create networking with local and regional training institutions such as the Regional Maritime University (RMU). and the proposed Gambia Maritime and Training Institute (GMTI) for the development of appropriate course content and training modules to suit the industry needs	No. of networking entities involved; No. of appropriate courses developed	GMA	MOTWI/Private sector	2018-2027	GMA/Private sector
		Collaborate with international maritime organizations, such as the IMO for capacity building and training of inspectors on the requisite technical expertise to fulfil its Port State and Flag State obligations such as Marine Pollution Act, 2013, the Merchant Shipping Act, 2013 and subsidiary regulations	No. of international organizations involved; No. of inspectors trained	GMA	MOTWI/Private sector/IMO	2018-2027	GMA/Inter. Organ.

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MT POL 9	Ensure safety of life and property at sea (SOLAS) and the prevention of pollution of the sea from ships (MARPOL) and other domestic laws and regulations	Establish radar surveillance system to monitor ships movements	Surveillance system established; Annual reports	GPA/GMA	Navy/ Private sector/	2019-2021	GPA/GMA/ Private
		Invest in state-of-the-art aids to navigation	Annual or periodic activity reports	GMA	GMA/MOTWI /GPA	2018-2027	GPA/ GMA
		Strengthen Port State and Flag State Inspections	Annual activity reports	GMA	MOTWI	2018-2027	GMA
		Enforce Port State and Flag State Controls and Inspections	Annual activity reports	GMA	GMA/MOTWI /GPA	2018-2027	GMA
		Monitoring of the coast and EEZ of The Gambia	Annual activity reports	GMA	GMA/MOTWI /GPA	2018-2027	GMA

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MT POL 10	Promote and maintain internationally accepted standards for , safety and marine environmental protection	Build capacity of GMA in implementation of international instruments on maritime safety, and protection of the marine environment	No. of GMA Staff trained; Annual reports on process	GMA	GMA/GPA/M OTWI	2018-2027	GMA
		Strengthen the institutional structure for coordinating maritime activities in the Gambia	Annual or period reports on the process	GMA	GMA/GPA/ Ministry of Defense/ NEA/NDMA	2018-2027	GMA/GPA
		Establish a network to jointly share resources and capacities in combating illegal activities in Gambian waters	Membership of Coast-guard network; No. of illegal activities addressed; Annual of periodic reports on process	GMA	Defense /NEA/NDMA/	2018-2027	GMA/GPA/ Ministry of Fisheries
		Strengthen collaboration with key stakeholders in enhancing Maritime Safety	No. of Key stakeholders involved; Periodic progress reports	GMA	Defense/ NDMA/ GPA/ Fisheries	2018-2027	GMA/GPA/ NDMA Ministry of Fisheries
MT POL 11	To develop cruise ship facilities that will support The Gambia's position as a major tourism destination	Encourage investment in the mooring dolphins, repair facilities, passenger reception facilities, and other amenities and utilities	Annual reports; No. of mooring dolphins; ship repair facilities; types of ancillary services (i.e. bunkering, fresh water, stores)	GPA/GTB	MOTWI/ Ministry of Tourism/ Private sector	2018-2027	GPA/GTB
		Prioritize craft operations at current site at Denton Bridge	Periodic reports on the process	GPA	MOTWI/ MOT	2018-2027	GPA/GTB
		Repair existing marina and leisure craft facilities	Progress reports	GPA	MOT//GPA/ Private sector	2018-2027	GTB/GPA
		Encourage private investment in	No. of investors; periodic	GTB	GPA/	2018-2027	GTB

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		tourism related river cruises	reports		Private sector		Private Sector
MT POL 12	The Government will encourage the development of coastal shipping activities	Encourage public/private participation for investment in fleet in a bid to promote intra-regional trade and movement of people	No. of shipping lines established; No. of public/private partnerships; ECOWAS-based regional Sea-Link Project gets underway; No. of tariff concessions among member countries allocated	MOTIRIE/ MOTWI	MOTWI/GPA/ Private sector	2018-2027	GPA/ Private Sector
		Offer concessionary tariff and incentives to promote cabotage	Annual reports	GPA	MOTWI/GPA/ Private sector	2018-2027	GPA/Private Sector
		Initiate advocacy program to entice economic operators to utilize coastal shipping	No. of advocacy events; no of persons reached; No. of economic operators involved in coastal shipping; periodic reports	GPA	MOTWI/ Private sector	2018-2027	GPA
		Government will create conducive environment in order to facilitate investment in coastal shipping	Annual or periodic reports	MOFEA	/GPA/GCCI/ Trade/ MOTWI Private sector	2018-2027	GPA/ Private Sector/
RIVER TRANSPORT POLICY							
GRT POL 13	Government will promote the revitalization of river and inland water transport to complement the development of coastal shipping, and road transport to	Build/rehabilitate infrastructure at the relevant river locations to revive the river transport services	Infrastructure at the relevant river locations are built/rehabilitated; No. of locations selected to build/rehabilitate; progress reports on process	GPA	MOTWI/GPA/ Private sector	2018-2027	GPA/Private Sector
		Redevelop Kaur and Basse to serve as inland ports for onward	Kaur and Basse are redeveloped as inland	GPA	MOTWI/ NFSPMC	2018-2026	GPA/ Private

	enhance the country's capacity to serve as a distribution center for the sub-region	distribution to southern Senegal and the south/west regions of Mali (Kaye) Dredge river channels to achieve navigable depths of up to 5 meters as the shallow points have depths of 3.5 meters due to siltation over time Review and amend existing laws and regulations concerning river transport Establish, in the short term, a Unit responsible for the management of river transport. In the long term upgrade the Unit to a Department within the GPA set up Consider the transfer of ownership of river transport facilities such as the jetties, to a River Transport Authority or to the private sector	ports; periodic activity and progress reports River channel is dredged to navigable depth of 5 meters; Progress report Existing laws and regulations are reviewed; progress reports on the process Unit is established to manage river transport in the short term; Unit upgraded to Department in the long term; periodic activity reports Ownership of river transport facilities are transferred to the private sector; activity reports and documents of the process	GPA Regulatory Unit GPA GPA	Private sector GPA/Private sector/ MOTWI MOTWI/GPA/ MOTIE/ A.G. Chambers/Transport Association/ Union Private sector MOTWI/Transport Association/ Union Private sector MOTWI/ MOTIE/ Transport Association/ Union Private sector	2018-2027 208-2024 2018-2024 2024	Sector GPA/Private sector GPA GPA GPA
GRT POL 14	Government will promote private sector participation in river transport	Encourage and support the NFSPMC to extend the use of its fleet of barges, or to lease the barges for the purpose of carrying freight traffic other than	No. of barges added to fleet; No. of barges leased out to carry freight other than groundnuts; activity reports	GPA/ Ministry of Agriculture	MOTWI/GPA/ Private sector/ MOTIE/ Transport	2018-2020	NFSPMC/ Private Sector

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	services and also create a level playing field for all modes of transport specifically to support river transport	groundnuts			Association/ Union		
		Review prices paid for infrastructure and facilities by all modes of transport, including social costs	Prices paid for use of infrastructure facilities by all modes of transport is reviewed; the report detailing the review	Policy Unit	GPA/Private sector/ MOTIE/ MOTWI/ Transport Association/ Union	2018-2024	MOTWI/ GPA
		Ensure that all modes pay equitably for facilities and services and their maintenance, and that no hidden subsidies be made available to any transport mode	All transport modes pay equitably for facilities and services; Available report	Policy Unit	GPA/Private sector/ MOTIE/ MOTWI Transport Association/ Union	2018-2024	MOTWI/ GPA
		Review, and revise as necessary, regulations concerning overloading of vehicles and re-introduce the use of weigh bridges to control overloading of lorries	Laws and regulations on overloading are reviewed; activity reports; weigh bridges are introduced	Policy Unit/ A.G. Chambers	GPA/Private sector/ MOTIE/ MOTWI Transport Association/ Union	2018-2019	MOTWI/ GPA/EU
		Consider financial incentives to promote river transport, such as tax holiday for river transport companies	Financial incentives are introduced to promote river transport; available reports on process	MOFEA	MOTWI/ GPAP/ private sector/ MOTIE/ Transport Association/ Union	2018-2027	MOFEA/ GPA
GRT POL 15	To maintain and strengthen the provision of ferry	Maintain the existing ferry services as vital components of the road transport network	Existing ferry services are maintained; available reports	GPA	MOTWI/ MOTIE/ /Private	2018-2027	GPA

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	services as indispensable multi modal links in the transport network	Regularly review and improve the performance of the ferry services by continuous investment in the fleet and landing facilities	Available progress reports	GPA	MOTWI/ MOTIE/ /Private sector	2018-2027	GPA
		Invest in new-generation ferries, rehabilitate the ferry terminals, passenger halls, office accommodation and other amenities	New-generation ferries procured; No. of ferries procured; no. of ferry terminals, passenger halls, office accommodation rehabilitated; available reports	GPA	MOTWI/ /Private sector	2018-2024	GPA
		Develop/rehabilitate ship repair facility for the maintenance of the ferries	Ship repair facility for maintenance of ferries developed; reports	GPA	MOTWI/ /Private sector	2018-2024	GPA
		Upgrade Banjul Shipyard facilities to improve its capacity to undertake repairs of the ferries, as well as the commercial vessels operating in The Gambia and within the sub region	Banjul Shipyard upgraded; No. of ferries repaired; No of vessels within the sub region repaired; available reports; marketing activities	GPA	MOTWI/ /Private sector	2018-2024	GPA

AIR TRANSPORT POLICY

Policy No:	Objectives	Strategic Actions	Objectively Verifiable indicators	Lead Agency	Partner Institutions	Timeline	Funding source (s)
AT POL 1	Integrate air transport with other transportation modes for easy access in the facilitation of imports and exports to and	In collaboration with GTSC include BIA in the route network of the public transport system to alleviate access to BIA for the passengers, meeters, greeters and the general public	BIA included in GTSC route network; No. of trips made/week; available reports	GTSC	GCAA/ MOTWI/Plan ning Unit	2018-2019	GTSC/GC AA
		Regulate commercial taxi	Available progress reports	GCAA	MOTWI/	2018-2019	

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	from the country	operators at BIA to ensure the road worthiness of vehicles and improved service standards acceptable to airport users			Private Sector/ Transport Assoc./Union		GCAA
		Establish a direct link between BIA and the fuel depot in Mandinaring	Direct link/route is established; available reports on process	GCAA	NRA/Dept. of Physical Planning/NEA	2018-2025	Road Fund
AT POL 2	Encourage and support the expansion of air service links	Review and expand the bi-lateral Air Services Agreements	Bi-lateral air service agreements reviewed and expanded; Reports on process	GCAA	MOTWI/ Plannin g Unit	2018-2023	GCCA
		Review and expand multi-lateral Air Services Agreements	Multi-lateral air service agreements reviewed and expanded; Reports on process	GCAA	MOTWI/ Policy Plannin g Unit	2018-2023	GCAA
		Implement the concept of harmonization of economic regulations between ECOWAS Member States in the short term, and the rest of the African Union (AU) in the long term	Concept of harmonization of economic regulations implemented; reports emanating from process	GCAA	MOTWI/ Policy Plannin g Unit	2018-2023	GCAA
		Reduce red tapes to ease market access to Gambia's air transport market as stipulated by the Yamoussoukro Declaration (YD)	Administrative procedures enhanced; No. of entities that gain access to Gambia's air transport market; reports emanating from process	GCAA	MOTWI/ Policy Plannin g Unit	2018-2023	GCAA
		Encourage Government to sign the Single African Air Transport Market Declaration in line with the YD.	Declaration is signed/ratified and implemented; periodic reports on implementation	GCAA	Justice/ MOTWI/ Nat. Assemb ly	2020	GCAA

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AT POL 3	Ensure the availability of minimum infrastructure, equipment and facilities and services as per ICAO SARPs	Maintain a “live Master Plan” for continuous needs assessment and planning for infrastructure, facilities and equipment for timely maintenance, rehabilitation, upgrade, renewal and expansion	A “Live Master Plan” maintained; periodic reports on the process	GCAA	MOTWI/ Policy Plannin g Unit	2018-2027	GCAA
		Carry out periodic planned maintenance of facilities and equipment to ensure their readiness and adequacy for operations	Periodic reports on the process	GCAA	MOTWI/ Policy Plannin g Unit	2018-2027	GCAA
AT POL 4	Domestication of points between Gambia and Senegal	Remove all tariffs related to international traffic between points in Gambia and Senegal	All tariffs removed; published tariffs; reports	GCAA	MOTWI/ Policy Plannin g Unit/ Senegal ese Authorit ies	2018-2019	GCAA
		Ensure that airlines reflect the value of waived taxes and charges in the value of the tickets as this will have direct impact on the cost of air travel between the two countries	Value of waived taxes and charges are reflected by airlines; reports on process	GCAA	MOTWI	2018	GCAA/ Airlines
AT POL 5	Support the development of BIA as an air transport hub to the West-African sub region in the medium term and as a major gateway of the region in the long term	Collaborate with stakeholders in the industry to market and promote Gambia as an all-year round destination	Reports on the process	GCAA	MOTWI/ GTB/ Private sector/T our operato rs	2018-2027	GCAA/ MOT/ GTB/ Tour operators
		Collaborate with other stakeholders to develop and rebrand the country and its tourism products for further promotions and marketing	Reports on the process;	GCAA	MOTWI/ GTB/ Private sector/T our operato	2018-2027	GCAA/MO T/ GTB/ Tour operators / Private sector

		Establish flight operations by home-based Gambian Air Operator Certificate (AOC) holder	Reports on the process;	GCAA	rs MOTWI/ GTB/ Private sector/T our operato rs	2018-2019	GCAA/ Private sector
		Encourage and support GIA to establish a functional and viable Flight Operations from BIA to regional destinations and beyond	No. of viable flight operations established	GCAA	MOTWI/ GTB/ Private sector/T our operato rs	2018-2020	GIA/GCAA /GTB/Tour operators
		Open up GIA for PPP model where Private Sector will co-own and manage the airline	No. of private investors in GIA; reports on process	GCAA	MOTWI/ Private sector	2018-2019	MOTWI/ MOFEA
		Endorse private investment in the ownership of GIA without changing the management set up	Reports on the process; No. of private firms investing in GIA	GCAA	MOTWI/ Private sector	2018-2020	MOTWI /GCAA
		Periodically review taxes and other tariffs affecting air transport to ensure that they are kept at levels that will keep BIA competitive	Taxes reviewed; Reports on process	GCAA	MOTWI/ Private Sector	2018-2027	GCAA/MO TWI/ Private sector
		Periodic review of airport user charges (aviation fuel taxes, sales taxes) and other tariffs to ensure favourable comparability with regional airports to keep BIA prices competitive	Airport user charges are reviewed; reports of review process; Published user charges	GCAA	MOTWI/ Private Sector	2018-2027	GCAA

		GCAA to periodically review its processes and procedures to ensure responsiveness and user friendliness of BIA are maintained at all times	Published reports of reviews; reports of process	GCAA	MOTWI/ Private Sector/ Assoc. of Gambia Travel and Tours Agencies	2018-2027	GCAA
		Government and GRA to publish all tariffs particularly those relevant to air travellers at strategically visible locations in the airport terminal	Tariffs relevant to air travellers are published and disclosed; reports on the process	GCAA	GRA/ MOTWI	2018=2027	GCCA/ MOFEA
		GTB to limit the imposition of the Tourism Development Levy to Charter Operators only (tourists)	Tourism Dev. Levy limited to Charter Operators only; reports on the process	GCAA	GTB/ MOTWI/ Private sector	2018	GCAA
		Government to assist travel agencies operating in the country to become Billing Settlement Plan (BSP) Compliant	Travel Agencies become BSP compliant; reports on the process	GCAA	GTB	2018	GCAA
		Establish regulations to ensure consumer protection in service provision	Regulations established; periodic reports on implementation	GCCA	MOTWI/ GCCPC	2018	GCAA
AT POL 6	Ensure that civil aviation services are safe, reliable, orderly, efficient and cost-effective for continuous compliance with	Develop and implement a training strategy as per the authority's Corporate Plan	The training Strategy is developed; reports on implementation process	GCAA	MOTWI	2018	GCAA
		Invest in the maintenance, upgrade, expansion and renewal of airport infrastructure, navigational aids, security	No. of upgrades carried out; No. of facilities and equipment renewed; progress reports	GCAA	MOTWI/ Private sector	2018-2027	GCAA

	ICAO SARPs	equipment, etc.					
		GCAA in consultation with MOTWI to periodically review the Civil Aviation Act and amend where necessary to ensure compliance	Civil Aviation Act is periodically reviewed; the amended Act; reports on the process	GCAA	MOTWI/ Justice Ministry Private sector	2018-2027	GCAA
		Carry out periodic and planned review of Gambia Civil Aviation Regulations to ensure compliance	The Civil Aviation Regulations are reviewed periodically; the reviewed Regulations; reports on the process	GCAA	MOTWI/ Justice Private sector	2018-2027	GCAA
		GCAA to ensure that the National Aviation Security Committee is active and that all institutions are represented at appropriate levels	Progress reports on the process; No. of representative institutions	GCAA	MOTWI/ MOI	2018-2027	GCAA
		GCAA to ensure full participation of all operators and service providers in the Airport Operators Committee (AOC)	Reports on the process; No. of service provider participants	GCAA	MOTWI/ Private Sector	2018-2027	GCAA
		GCAA to ensure regular meetings of the AOC with a view to self-audit and critique their operations i.e. procedures, services standards, process and correct all deficiencies with urgency	No. of meetings held per semester; minutes of the meetings; reports on the process	GCAA	MOTWI/ MOI/ MOH	2018-2027	GCAA
		GCAA to ensure that the airport emergency plan is simulated at prescribed intervals and deficiencies are addressed with urgency	No. of times of simulation exercises carried out; reports on the process	GCAA	MOTWI/ MOI/ MOH/Pri vate Sector	2018-2027	GCAA
		GCAA to ensure the continuous functioning of the Facilitation	Reports on the process	GCAA	MOTWI/ Private	2018-2027	GCAA

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		Committee for responsiveness to user demands i.e. facilitation of landside formalities for clearance of aircraft and passengers, goods, etc. in compliance with ICAO SARPs – Annex 9, GCAA to strictly ensure that all operators and service providers submit their security manuals for approval before commencement of operations GCAA to develop a Safety Management System and encourage all operators, service providers, tenants and concessionaires to do same GCAA undergoes the required periodic Universal Safety Oversight Audit Program and correct identified deficiencies within prescribed timelines GCAA to ensure that all Gambian operators (AOC Holders) undergo IATA's Operational Safety Audit (IOSA) Certification	All security manuals are submitted for approval; respective security manuals; reports on process Safety Management System developed by GCAA; No. of operators, service providers, tenants and concessionaires that develop Safety Management Systems; reports on the process Reports on the process AOC Holders undergo IOSA certification; reports on the process; no. of Holders that undergo the process	GCAA GCAA GCAA GCAA	Sector Service Providers Service Providers MOTWI MOTWI	2018-2027 2018-2017 2018-2027 2018-2027	GCAA GCAA/ Service Providers GCAA GCAA/AOC Holders
AT POL 7	Government will manage the civil aviation sector within a well-defined regulatory framework, that will be responsive to ICAO SARPs	Maintain the autonomy of GCAA in carrying out its oversight mandates and management of its affairs Review the legal framework of GCAA for devolution of its conflicting mandates of airport operator and air navigation services provider	Autonomy of GCAA is maintained; Annual reports Legal framework of GCAA is reviewed; Amended version of legal framework is available	MOTWI GCAA/	GCAA MOTWI/ AG Chambers	2018-2027 2018	MOTWI/GCAA MOTWI/GCAA

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	which can cater for changing needs and circumstances	Establish an Airport Agency/Company as a Public Enterprise or using the Public Private Partnership model Join the membership of ASECNA for the provision air navigation services for the whole the country's air space	An airport company is established; the legal framework is developed; Gambia joins ASECNA; instruments of membership available; periodic reports	MOTWI/ MOFEA MOTWI/GC AA	GCAA MOTWI/ GCAA	2018 2018	MOTWI/ MOFEA MOTWI/ GCAA
AT POL 8	Encourage private sector participation in both the airport and air transport operations	Continue to encourage private sector participation in GCAA's non-core activities (i.e. Car Park Operations, Cleansing services, In Flight Catering, etc.) Promote the use of unused land on the landside for aerotropolis (airport city) concept to encourage private sector participation in development of real estate and other supporting facilities and services e.g. hotels, conference centers, car parks, etc.	No. of private sector participants No. of private sector investors; No. of supporting facilities created; reports emanating from the process	GCAA GCAA	MOTWI/ Private Sector MOTWI/ Private Sector	2018-2027 2018-2017	MOTWI/ GCAA/ Private Sector GCAA/ Private Sector
AT POL 9	Support regional and international efforts to promote safe, secure and orderly national civil aviation systems	Participate in regional and sub regional processes involving the Banjul Accord Group-BAG, ECOWAS, and African Civil Aviation Commission - AFCAC, ICAO, and the YD Ratify all protocols and instruments that Gambia is signatory to for the safe and secure development of Civil Aviation In line with ICAO Annex 19 Government should develop a	No. of processes in which Gambia participated; reports emanating from the processes; minutes of the proceedings No. of protocols and instruments ratified; reports on process A national State Safety Program is developed and	GCAA GCAA GCAA	MOTWI MOTWI/ Nat. Assem. MOTWI	2018-2027 2018-2020 2018-2020	GCAA/MO TWI GCAA/ MOTWI GCAA

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		State Safety Program	implemented				
		Establish an Accident Investigation Agency under MOTWI to investigate serious accidents/incidents	Accident Investigation Agency is established and operational; Reports on the process; activity reports of the Agency	GCAA	MOTWI/ PMO	2018-2020	GCAA
ATPOL 10	Support expansion of the network of scheduled and non-scheduled international air transport services to The Gambia	Minimize red tapes to an acceptable threshold to entice potential operators	Periodic progress reports	GCAA	MOTWI/ GEIPA/ MOFEA/ A. G. Chambers	2018-2027	GCAA
		Develop special incentive packages for start-up airline operators	Periodic progress reports; No. of start-up airline operators	GCAA	Private sector	2018-2027	GCAA/ MOFEA
		Diligently market and promote GIA's new cargo facility that can handle 160 tonnes of all categories of cargo including perishables	No. of promotional campaign forums; No. of firms or companies using facility; reports on the process	GCAA/GIA	Private sector	2018-2027	GIA/GCAA
		GCAA in collaboration with Gambia Investment and Export Promotion Agency (GIEPA) to promote and market the utilization of the export processing/free trade zone at BIA	No. of promotion campaign forums; No. of firms or companies using facility; reports on the process	GCAA/GIA/ GEIPA	Private Sector/	2018-2027	GEIPA/ BIA/
		Continue to pursue opportunities for negotiating and signing of bi lateral and multi-lateral air services agreements (BASAs and MASAs) with additional States	No. of air service agreements signed; progress reports	GCAA/MOT WI	Private Sector	2018-2027	GCAA/ MOTWI
AT POL 11	Develop a pool of highly trained personnel for the availability of the	Establish Aviation Training Institute for ease of access to training at reduced cost	Aviation training institute is established; curriculum developed; periodic reports on progress	GCAA	MOTWI/ UTG/ GTTI	2018-2022	GCAA

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	necessary expertise to services the aviation industry	Ensure trained personnel are adequately and appropriately bonded to guard against rampant attrition	Periodic progress reports	GCAA	MOTWI/ UTG/ GTTI	2018-2027	GCAA
		Do periodic and recurrent training for trained personnel to keep their skills honed and up to date with industry requirements and techniques	No. of staff trained; periodic progress reports;	GCAA	MOTWI/ UTG/ GTTI	2018-2027	GCAA
		Provide incentive package to motivate and inspire staff to retain them	Incentive package is provided; periodic progress reports	GCAA	MOTWI/ MOFEA	2018-2027	GCAA

TRANSPORT AND ENVIRONMENT POLICY							
Policy No:	Objectives	Strategic Actions	Objectively Verifiable indicators	Lead Agency	Partner Institutions	Timeline	Funding source (s)
ENV POL 1	To contribute to sustainable development, poverty reduction, use and management of the environment and natural resources in Gambia	Ensure that the NTP is subjected to strategic environmental assessment (SEA), whether now or sometime in the future	Reports on the process	NEA	MOTWI	2020-2026	NEA/MOTWI
		Ensure that all transport related sub-projects developed within the context of this Policy go through the process of environmental impact assessment (EIA)	Reports of EIA studies	NEA	MOTWI	2018-2027	NEA/MOTWI

Appendix 2: Proposed Organogram for Implementation of the National Transport Policy

