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SPECIAL ECONOMIC AND DISASTER RELIEF ASSISTANCE:  
SPECIAL PROGRAMMES OF ECONOMIC ASSISTANCE

Assistance for the rehabilitation and reconstruction of the Gambia

Report of the Secretary-General

Addendum

1. The report of the Secretary-General entitled "Assistance for the rehabilitation and reconstruction of the Gambia" (A/37/138) contained the report of the inter-agency mission that was dispatched to the Gambia in response to General Assembly resolution 36/220 of 17 December 1981.
2. The mission's report described in detail three projects (see A/37/138, sect. VI) amounting in total to approximately \$7.8 million for which the Government of the Gambia is seeking external assistance. The three projects were formulated in consequence of urgent needs highlighted by the civil disturbances that occurred in the Gambia in July/August 1981.
3. Since the publication of the report, the Government of the Gambia has requested that the special economic assistance programme be expanded to include three other urgent projects related to the rehabilitation and reconstruction of the country. Details of the three projects, the estimated total costs of which amount to \$10.7 million, are annexed.

ANNEX

Additional projects

1. The Government of the Gambia is seeking external assistance in the amount of approximately \$10.7 million for the following three additional projects related to the rehabilitation and reconstruction of the country.

A. Financing of the five-year tourism marketing plan

<u>Duration:</u>	Five years
<u>Major function:</u>	To assist in the financing of the National Tourist Office's five-year tourism marketing plan (1982/83-1986/87). The financial assistance will cover the cost of (or part of the cost of) overseas representation and promotional expenditure of the National Tourist Office
<u>External funding required:</u>	\$4,870,500
<u>Agency:</u>	Ministry of Information and Tourism - National Tourist Office
<u>Starting date:</u>	July 1983

Development objectives

2. Over the past few years tourism has established itself as one of the fastest growing sectors of the Gambian economy. Indeed, it has become the nation's second most important foreign exchange earner next to agriculture (the export of ground-nuts and ground-nut by-products). In 1974, the Government of the Gambia established a Ministry of Tourism to exploit the potential of this new and vital branch of the economy. Investment in tourism became an accepted government policy with the recognition of the advantages that can be brought to the Gambia through its encouragement and development. Among the most important objectives of the tourism industry are the following:

(a) To provide foreign cash income from the sale of services and related goods, circulating throughout all phases of selling wholesale and retailing, transport, utilities and business and various tourist sector components based on consumer spending;

(b) To provide rapid economic growth which would be reflected in employment, income and standard of living and to activate such productive sectors of the

national economy as handicrafts and souvenirs, agriculture and livestock, lodging and transport as well as the amusement and entertainment industries;

(c) To act as a workable and effective tool of public policy for creating social and cultural integration at both national and international levels, developing new industries, and cultivating goodwill and better understanding with main tourism markets and the world at large.

#### Immediate objectives

3. While impressive developments in the Gambia's tourism infrastructure and superstructure were being made in the past years, the marketing aspect of the industry was left entirely in the hands of foreign tour operators and private businessmen. A Tourism Marketing Study, commissioned by the Gambia Government, with financing from the Commonwealth Fund for Technical Co-operation (CFTC) was carried out in 1979 and submitted in 1980. Although the main recommendations of the study were accepted by the Government in that year, the implementation of the marketing plan met with considerable financial difficulty due to the unfavourable economic situation of the country. However, the strategy for this sector in the next five years is to give priority to the Tourism Marketing Plan to which both the Ministry of Economic Planning and the Ministry of Finance agreed in principle late in 1981. The immediate objective now is to secure funds for the implementation of the National Tourism Marketing Plan as recommended by the study and revised by the National Tourist Office to take account of the present market situation.

#### Background and justification

4. The number of visitors to the Gambia increased from 528 in 1966/67 to 25,907 in 1978/79 when the arrival figures reached their peak, only to fall to 23,822 in 1979/80, 19,209 in 1980/81 and about 14,407 in the 1981/82 tourist season, representing an annual change in the period 1978/79 to 1981/82 of plus 64.3 per cent, minus 8.0 per cent, minus 19.4 per cent and minus 25 per cent respectively against the previous year.

5. The Government of the Gambia feels that these statistical data demonstrate the need for a radical and systematic change in its approach to fill the country's hotel beds, the number of which has in the meanwhile risen from 167 beds in 1966/67 to 3,374 beds in 1981/82; for the 1982/83 season it is projected to reach 4,400 beds when two new hotels commence operation.

6. This change, it is hoped, will be brought about with the implementation of the Gambia's five-year marketing programme which is aimed at achieving four main targets, namely:

(a) Extending the average length of stay per guest, filling the present hotel-bed capacity during the main tourist season (winter) and increasing the off-season occupancy rate to at least 35-40 per cent) in the initial two years (aiming at an annual increase of up to 10 per cent, and, at the same time, creating more demand for holidays in the Gambia in the main markets, in time for the projected growth in the accommodation sector.

(b) Diversifying tourism supply in three main dimensions, namely:

(i) By country source

This means consolidating traditional and main markets and, at the same time, trying to establish other tourism markets. This will reduce the industry's dependency on just a few countries.

(ii) By season

The Gambia has hitherto been regarded as solely a winter resort. With appropriate marketing activity, this image could be changed, because the Gambia is in fact an ideal all-year resort.

(iii) By tour operator and type of tourist

The aim here is not only to attract the big tour wholesalers, but to approach and try to induce smaller specialized tour operators to include holidays to the Gambia in their sales catalogues.

(c) Increasing average daily expenditure by visitors in the Gambia. The diversification strategy by tour operator and type of tourist is expected to contribute towards achieving this goal.

(d) Creating a new image of the Gambia in tourism markets, publicizing all of the attractions the country has to offer.

7. Appropriate strategies have been developed by the Ministry of Tourism, in collaboration with advisers and consultants to achieve the above-mentioned targets. Financing of about \$4.9 million is required.

#### Implementation

8. The Ministry of Information and Tourism will be responsible for the implementation of the project.

<u>Inputs</u>	<u>Estimated cost</u>
	(dalasis)
(a) <u>Local inputs</u>	
Personnel and operational costs (National Tourist Office, Banjul only)	161,200.0
(b) <u>External input</u>	
(i) Overseas representation (United States of America, United Kingdom, Federal Republic of Germany, Italy, Benelux, Scandinavia, Switzerland)	8,150,000.0

<u>Inputs</u>	<u>Estimated cost</u>	
	(dalasis)	
(ii) <u>Promotional materials</u> (posters, guides, brochures, films, videos, slides, general literature)	920,000.0	
(iii) <u>Promotional activities</u> (fairs, overseas visits, hospitality for publicity and study tours, advertising and public relations)	671,000.00	
Total external assistance required	9,741,000.00	(\$4,870,500.00)
Total input for the five years	<u>9,902,200.00</u>	(\$4,951,100.00)

B. Maintenance of urban roads

<u>Major function:</u>	To assist in the improvement of the transportation network through maintenance and reconstruction
<u>External funding required:</u>	\$4,625,000
<u>Agency:</u>	Ministry of Works and Communications - Public Works Department
<u>Starting date:</u>	January 1983

Background and justification

9. The Government of the Gambia has appreciated for some considerable time the importance of proper maintenance of the country's road network. In spite of significant increases in traffic volume and rapid increases in vehicle loadings, the main network has been maintained in reasonable condition up to now. Indeed, with the assistance of various donors, substantial improvements in the primary network have been achieved and several on-going projects should ensure that realistic, worthwhile programmes for the primary and secondary networks and for the local country roads are continued. Notable among these projects are the first highway maintenance project (funded by the International Development Association (IDA)) and the feeder-road rehabilitation project (sponsored by the United Nations Sudano-Sahelian Office (UNSO)). The new International Labour Organisation (ILO)/Swedish International Development Authority (SIDA) programme for the use of appropriate road maintenance techniques offers the country the chance to develop a rational approach to the construction and maintenance of local roads.

10. In urban areas, the Government has pursued a policy of steady improvements in the Kombos with the construction of paved district distributor roads and some local roads. Gambian local funds only have been available for this work, and in the face

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of the rapid development of new urban areas, the increase in vehicles and increasing expectations amongst urban populations, only modest progress has been possible. Recently, even this progress has been curtailed by economic problems aggravated by the disturbances of July/August 1981. The resulting restrictions on foreign exchange has brought about a severe shortage of bitumen and fuel, and routine maintenance on urban roads has been cut back. The deterioration in the condition of Banjul city streets is particularly marked and several important roads in the Kombos have worsened to a point where reconstruction is the only realistic solution to their problems.

11. Banjul and Kombo St. Mary streets, which are under consideration, are constructed on a gravel foundation with a layer of sand-blended bitumen. In some cases, cockle shells instead of sand are applied over bitumen in the absence of igneous rocks in the country. This type of road was adequate several years ago, but the increase of traffic in recent years to over 10,000 vehicles per day in some cases has made this type of road obsolete. The present roads are, in fact, made of a multiplicity of pothole patches applied over years.

12. The quantities and grades of bitumen required to carry out routine maintenance of the streets of the capital and its surrounding area have been determined and an order placed by government stores. However, owing to restrictions on funds, the order could not be processed. The estimated cost of this order was 1 million dalasi. The cost of bitumen, a petroleum product, has multiplied over fivefold in recent years and the length of the bitumenized roads in the country that require maintenance has also multiplied.

Reconstruction of important roads in Kombo St. Mary (Serrekunda/Fajara area)

- (a) Pipeline road, 4 kms
- (b) Latrimunda Road (through Serrekunda), 3 kms
- (c) Pipeline road to Bakoteh (through Serrekunda), 2 kms

13. These are main population connectors, which become impassable during the rains owing to excessive potholes. Full reconstruction to improve standards is required. Complete engineering design, with appropriate tendering procedures, has been done by contract. The basic specifications are as follows:

- Road geometry: Present alignment adequate except for the Latrimunda road where some improvements are necessary which will involve land acquisition.
- Road width: 7.25 metres with bus bays, parking lay-bys, deceleration/acceleration lanes at junctions, etc. as necessary.
- Pavements: Natural gravel sub-base as necessary, cement stabilized gravel base, double-seal surface dressing or premix bituminous surfacing.

**Drainage:** Discharge to open vee-ditches, or limed rectangular channels except in Serrekunda town centre where pavements and piped drainage are necessary. Allowances for a comprehensive drainage system for Serrekunda will have to be made in many places.

14. The cost (1982 prices), including service diversions, land acquisition and design/supervision services, will be of the order of D 0.75 million per kilometre, that is, D 6.75 million for the 9 km of roads.

Gravelling of town roads

15. Under the programme of gravel-paving of district distributor roads and residential streets in the Kombos over the last few years, a total length of approximately 10 kms has been completed. Other minor roads are generally not made up at all and are in poor condition. In the most populated and built-up area of the country, in Fajara and Serrekunda, the streets are in their grossly deteriorated, original silty sand condition that requires some improvement. The programme of bringing, for example, 50 kms of these minor roads up to gravel standard and tying in with the district distributor roads would improve conditions for the urban population considerably. This programme could be undertaken by Public Works Department direct labour over a two-year period. The budget cost is D 30,000 per kilometre or a total of D 1.5 million for the full programme.

Inputs

16. Gambia Government inputs: The contribution of the Government of the Gambia to the project will include investment, payment of salaries and allowances to national staff, operational costs required and the maintenance of the facilities.

Implementation

17. The Public Works Department (PWD) engineers will draw up the necessary engineering requirements for the maintenance of bitumenous paved streets and gravel roads for direct labour implementation. For the reconstruction of the important roads, PWD will undertake engineering design and prepare contract documents.

Total project cost

The supplementary inputs are:

	<u>Dalasi</u>	<u>\$US equivalent</u>
1. Supply of bitumen	1,000,000	500,000
2. Reconstruction of important roads	6,750,000	3,375,000
3. Gravelling of town roads	1,500,000	750,000
Total project cost	<u>9,250,000</u>	<u>4,625,000</u>

C. Repair of Brumen bridge

<u>Major function:</u>	Restore a very vital communication link in the road transportation sector through restoration of broken bridge
<u>External funding required:</u>	\$1,175,000
<u>Agency:</u>	Ministry of Works and Communication - Public Works Department
<u>Starting date:</u>	January 1983

Background and technical justification

18. Brumen Bridge carries the south-bank primary road over the Bintang Bolon some 134 kms from Banjul. The south-bank primary road is the most important road in the Gambia, linking the capital and the most developed south-bank area of the Gambia to the Trans-Gambia Highway. It is also the only surfaced route to the hinterland. Brumen Bridge can be considered the second most important bridge in the Gambia.

19. The bridge was completed in 1966. There are nine spans of 12.95 metres giving a total length of some 116 m. The carriageway is a single lane of 3.65 m, with one footway of 1.5 m, but the pile bents were constructed to allow the superstructure to be widened to a two-lane carriageway.

20. The form of construction is of discontinuous reinforced concrete deck, supported on three lines of simply supported steel universal beams, with a smaller beam taking the outer edge of the footway deck, on reinforced concrete crossheads spanning four precast concrete piles of eight bents.

21. The condition of the steelwork is satisfactory. But unfortunately, in accordance with the practice prevailing in the Gambia at that time, all the in situ reinforced concrete was made with lateritic coarse aggregate.

22. Over the last two years, the lateritic concrete deck slab has deteriorated. The crossheads are also in situ lateritic concrete, but at present show no sign of failure. Nevertheless, from experience at Brumen Bridge and at another bridge where lateritic concrete crossheads have failed, one can have confidence in the crossheads.

Suggested work programme

23. Three options are presented for reconstruction. One assumption applies to all the options: the road is too important and any closures for construction operations must be of short duration.



24. If the decision is made to reconstruct the crossheads, then the design of the bridge can be marginally improved, at small cost, concurrent with redecking to two-line width. The estimated cost is D 2,350,000 of \$US 1.175 million.
25. If the crossheads are not reconstructed, which is a significant risk to take, then the redecking and widening design is based on the original intention to widen the bridge although the two additional beams are heavier than in the first construction. The estimated cost is D 1,850,000 or approximately \$US 0.9 million.
26. The third option includes taking the risk of failure of the crossheads, but as the dead load of the bridge will remain as for a single carriageway there is unlikely to be any hastening of the possible deterioration of the lateritic concrete in the crossheads. The third option is virtually a "do-the-minimum", with sub-options to spread the work incrementally as further failures occur. The cost is estimated at D 1,250,000 or approximately \$US 0.6 million.

Implementing agency

27. This project will be implemented by the Ministry of Works and Communication.
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