

Executive Summary

Background to the NPBF Policy Consultancy

The consultancy to develop a National Public Buildings and Facilities Policy (NPBF) is launched by the Ministry of Transport, Works and Infrastructure (MOTWI) and contracted to GAP Consultants. The policy document is researched and compiled by a team of ten consultants with expertise in the areas of public policy, engineering, construction, the environment, health & safety and renewable energy. The policy is drafted in close consultation with MOTWI Task Force (TF) for the NPBF.

The formulation of a NPBF for The Gambia is the starting point to fulfilling one of the strategic priorities of the Government of The Gambia (GOTG) as set out in its National Development Plan 2018-2021. The policy provides the government with a blueprint to pursue the infrastructure sector's critical role in national development leading to "comprehensive and sustainable management of public works infrastructure" (NDP 2018-2021). This is in line with long-expressed MOTWI interest to develop a public building and public works & facilities policy to guide construction and maintenance of its buildings and public works infrastructure & facilities.

The goal of the NPBF is to enable GOTG to lead, by example, in saving money, reducing environmental impact, saving energy, creating safe and healthy work spaces and generally serving the public good through competent design, construction, maintenance, renovation and decommissioning of the country's public buildings and facilities under its control.

Assignment Methodology and Report Structure

The draft policy is developed in a consultative manner with the TF for formulation of the NPBF set-up by MOTWI. The TF convened a series of meetings, generated key discussion points and produced several background documents that established a useful platform for take-off of the present consultancy. Effectively, the TF served as a steering committee for the assignment and was consulted at each stage.

The methodology for implementing the NPBF assignment is designed to ensure systematic collection and analysis of data, and extracting recommendations therefrom. It comprised 5 stages as follows:

- **Research and analysis of the current subsector including collating stakeholder input via a start-up workshop and follow-up interviews, plus case studies of selected government NPBFs recently completed or under construction. Interviews of stakeholders on the theme "construction as a commodity" included government officials as demand agents; GAMWORKS, design & supervision consultants and private contractors as service providers; and executives of tertiary technical training institutes as the suppliers of construction skills and technologies.**
- **Formulate the subsector's vision and mission, and identify strategic issues that must be resolved if the sub-sector is to achieve its mission.**
- **Set policy goals and objectives, and identify strategies to be applied to achieve agreed objectives.**
- **Present the draft policy to the TF for comments and discussion, and finalize "draft final" report.**
- **Present and discuss drafts of the NPBF at various *fora* including MOTWI Validation Workshop, MOTWI Tendaba Camp Retreat and meetings with others to solicit the views of wider audiences and incorporate agreed comments.**

The wide range of issues relevant to the NPBF sub-sector can be analyzed around 4 thematic areas:

- **Strategic and Legal Framework, Institutional Configuration, Management;**
- **Procurement, Construction and Operations & Maintenance (O&M) including Health & Safety, the Environment, Renewable Energy & Water Conservation and Facility Security;**
- **Supervisory and Support Structures within the Construction Industry including training institutions, construction and trades associations, and others;**
- **Capacity and competency within consulting and contracting firms operating in the Construction Industry.**

The key study findings and recommendations are presented in the main report while supplementary analyses are annexed to the report. The Main Report includes:

- **Summary of the sector diagnostic; this is key to understanding the various components of the NPBF Policy;**
- **Description of policy objectives emanating from the sector diagnostic;**
- **Breakdown of strategies applied to achieving policy objectives;**
- **Institutional configuration for enacting, coordinating, regulating and managing the NPBF Policy;**
- **Action Plan for implementation of the Policy, with identified responsible parties & timelines.**

The five annexes to the Main Report cover the following issues:

- Annex 1: Recent developments and economic outlook, overview of the building & construction sectors, preliminary assessment of government office buildings and residential quarters, and detailed SWOT Analysis;**
- Annex 2: Desk review of related legislation;**
- Annex 3: Case studies to highlight practices "on-the-ground" re NPBFs;**
- Annex 4: Selected Performance Requirements for Sustainability;**
- Annex 5: Profile of key government and other actors in the provision of NPBFs.**

Key findings of the Diagnostic

The diagnostic analysis of the NPBF subsector is based on data gleaned from views of sector experts present at a MOTWI stakeholder forum at the start of consultancy; follow-up interviews with key informants in the sector; and case studies to ascertain actual practices “on-the-ground”. Data from these varied sources were cross-referenced to filter out “non-objective” views. The most important findings are summarized below.

- The body of laws governing land development is either incomplete or out-of-date; several key bodies in the regulatory framework are absent, only partly functional, and/or not always included in decision-making processes.
- Low budgets and inadequate technical expertise translate to regulatory bodies that are unable to properly execute their mandates to plan development and provide design review & building inspection services to the NPBF subsector. In most cases, development has overtaken the planning and development control efforts of government the worst outcome of which is that unsafe buildings are constructed in unplanned areas and unsuitable locations.
- MoTWI is not always involved in the construction or structural alteration of public buildings and facilities. In addition, it is not evident that the ministry carries out the half yearly inspection of government buildings to determine necessary repairs as required by law (Government Order). While MoTWI engineers are generally co-opted into the contract or procurement committees of government agencies, it is not clear that they represent MOTWI in that role and they do not carry sufficient weight as construction experts.
- Although standard, “maintenance-free” designs exist for buildings such as schools and health centers, there is no government-wide policy to encourage sustainability in the design, use and maintenance of NPBFs.
- Government agencies do not always have sufficient financial resources committed to projects before embarking on them, often resulting in inadequate design, poor construction and/or unfinished buildings.
- There is a shortage of qualified workers in the industry. Competencies do not always exist in government agencies to prepare design briefs, defend budgets, carry out bid evaluation and supervise construction works, among other things. Consulting firms are not always trained or experienced to produce appropriate design solutions and/or provide adequate supervision of construction works while contractors have difficulties finding qualified workers, artisanal or professional, to fill construction positions.
- Training institutions do not fully cater to the needs of the industry especially in preparing students for immediate employment (inadequate work exposure), to fill key roles in the subsector (no courses on facility maintenance, surveying, mapping), and with some competency in prevailing technologies (CAD, GIS, Photoshop).
- A very high proportion of raw materials and finished products in the industry is imported; these could be replaced with locally available materials provided there is sufficient impetus to develop them.
- The need for significant changes in carbon emissions for environmental sustainability requires an entirely new project management approach by subsector actors, focused on reduced energy consumption and increased water conservation.
- Firms have generally been unable to deliver projects on-budget and on-time. With the proposed widening and deepening of construction codes and standards, projects will have more rigorous and complex design and construction requirements, so Clients must select design and construction firms more prudently. Firms, in turn, must be equally diligent in ensuring the projects they undertake fall within their core expertise.

NPBF Policy Objectives

Directly emanating from the findings of the diagnostic analysis a number of objectives are identified to address weaknesses and shortcomings in key components of the NPBF subsector. The set of objectives, in aggregate, and if achieved, establish a solid basis for development of the subsector along desired trajectories.

The 6 identified objectives are:

1. **Improve the policy, legal and regulatory framework;**
2. **Provide a framework for government to develop and promote policies and regulations for effective stewardship of government public buildings and facilities, including reducing energy utilization and carbon emissions, protecting and conserving water in government public buildings and facilities and also assessing compliance with policies and regulations and monitor gradual progress toward environmental sustainability.**
3. **Achieve “best value for money” in the provision and management of government public buildings and facilities;**
4. **Strengthen public buildings and facilities support structures;**
5. **Build the capacities of government agencies and construction consultant and contractor firms and individuals;**

6. Monitor and evaluate the impact of the NPBF.

Strategies for Achieving NPBF Policy Objectives

Each of the identified objectives of the NPBF requires implementation of a cluster of strategies toward attaining the objective. These are listed and expanded on below.

Objective 1: Improve the policy, legal and regulatory framework.

- Build the capacity of the Ministry-in-charge of the NPBF Policy:
The MoTWI will lead and co-ordinate activities to ratify and operationalize all components of the NPBF. Thereafter, it will hold regulatory and advocacy responsibilities via a new **National Public Buildings & Facilities Authority (NPBFA)**, created and staffed by persons with in-depth knowledge and good access to the full range of NPBF stakeholders.
- Draft, enact and implement the NPBF Act:
The NPBF Act will provide a global framework for the operations of different agents in the NPBF sub-sector. MoTWI will present the draft law to stakeholders in the NPBF industry for inputs into the acts and regulations that will guide the execution of the law. Once ratified by stakeholders, MoTWI will work with the Ministry of Justice to enact the various statutes.
- Update acts and regulations governing the construction, maintenance and use of NPBF:
The Physical Planning and Development Control Act 1991, Physical Planning Standards and Guidelines, Development Control Regulations 1995, Land Acquisition Act and State Lands & Survey Acts, together provide a global framework for the construction, maintenance and use of NPBF. These are out-of-date and require updating. MoLRG and MoTWI will present draft laws to NPBF stakeholders for inputs into the specific regulations and acts that will guide the execution of the law. The National Disaster Management Act, National Environmental Management Act, GPPA Act, and other acts and regulations will be aligned with the proposed NPBF Act as appropriate. Once approved, MoTWI in collaboration with MoLRG, will determine appropriate time spans for retrofitting NPBFs for compliance.
- Formulate new policies:
MoLRG will support the preparation of Land and Land Use Policies as per NDP 2018 – 2021 to provide a “.. a sustainable land management system that stimulates and responds to the demographic and economic trends of the Gambia” (which process has been initiated by the MoA according to the MoLRG PSUP Country team).

Objective 2: Provide a framework for government to develop and promote policies and regulations for effective stewardship of NPBFs including reducing energy utilization and carbon emissions, protecting and conserving water in government public buildings and facilities and assessing compliance with policies and regulations and monitoring gradual progress toward environmental sustainability.

- Formalize the roles of key organizational units in providing and ensuring adequate support for the design, production and management of sustainable NPBFs.
 - **National Public Buildings and Facilities Committee (NPBFC):** the Committee will provide strategic direction and generally steer the affairs of the subsector. The NPBFC will be chaired by MoTWI and include wide-ranging public and private stakeholder representation including government, private sector, training and research institutions, materials suppliers, consultant, contractor & trades associations, and others.
 - **National Public Buildings and Facilities Authority (NPBFA):** the Authority will promote the NPBF Policy, develop guidelines and standards, coordinate, regulate & evaluate compliance, and serve as technical secretariat to the NPBF Committee.¹
 - **Department of Technical Services (DTS):** The Department will be capacitated to manage implementation of the NPBF with responsibilities to guide all government agencies through the full cycle of civil works projects including project preparation; design and construction of PBFs in compliance with expanded codes and standards; and the commissioning, maintenance and decommissioning of the stock of NPBFs;²
 - **Ministry of Finance and Economic Affairs (MoFEA):** MoFEA will support the NPBF subsector and government-wide programs through its budget office and PCU and PPP units, as well as via its specialized agencies of GPPA and DPP on issues associated with cost-effective and transparent management of NPBFs.
 - **Ministry of Lands and Regional Government (MoLRG):** Within the Department of Physical Planning, physical planning and development control have key roles under the NPBF Policy. Physical Planning will review and update regional and local land-use plans, and identify “planning areas” to ensure adequate supply of land for NPBFs (alongside other development requirements), and in appropriate locations. Development Control will vet design and construction proposals to ensure compliance with codes and standards expanded under the NPBF.

¹ The role of “regulator” undertaken by the NPBF Authority under MoTWI will be similar to that of the GPPA in public procurement, under MoFEA.

² The DTS will manage implementation of technical activities relevant to NPBFs in a role similar to Department of Public Procurement in the procurement subsector under MoFEA.

The respective regulatory and management capacities (what are they able to do) and the amount and depth of the required regulatory and management work (what they should do) will be nurtured through institutional development, staff capacity building and adequate resource allocation.

- Establish performance requirements for sustainability in government public buildings and facilities.

The essential principles of sustainable design and development include optimal site design, minimum nonrenewable energy consumption, protection and conservation of water, use of environmentally preferable products and materials, enhanced indoor environmental quality and optimized O&M practices. These will form the basis for planning, design, budgeting, construction, commissioning, operation, maintenance, and disposal of all new facilities, major renovations and building alterations.

Performance requirements will be established for design, construction and O&M toward sustainability in NPBs including urban & regional planning, architecture & interior design, structural & mechanical engineering, electrical engineering & energy, fire protection, security, health & safety and the external environment. Consideration will be given to end-users, including persons with disability and senior citizens.

- Develop and implement government-wide programs to reduce energy utilization and carbon emissions, and protect and conserve water in NPBs.

In designing and utilizing government NPBs, serious consideration is always not given to efficient systems for reducing waste generated and decreasing resources consumed. Government will develop programs to reduce energy consumption and increase production of energy from renewable sources, reduce the use of water, and promote water conservation in all NPBs to reduce environmental impacts.

Objective 3: Realize “best value for money” in providing and managing government public buildings and facilities

Due to inadequate building regulations and codes, most NPBs are planned and constructed with minimum consideration for issues relevant to health and safety, security and the environment. GOTG, working with the construction sector, will develop building standards and codes for enforcement at all stages in the process.

- Provide para-professional training to civil servants working on delivery of NPBs:
In addition to technical expertise tapped from the private sector, complementary public sector competence is required for proper management of delivery over the life cycle of NPBs;
- Engage the private sector in project formulation, technical design, construction and commissioning of NPBs:
The private sector can provide expertise in project preparation, budgets, RfPs and ToRs, procurement options, facility commissioning, etc., to fill capacity gaps in government. The criteria for evaluating proposals for designs and bids for construction works will expand to include knowledge & technology transfer, training, student apprenticeships and environment impact.
- Establish verification systems for national standards for construction materials and workmanship:
Under TGSB oversight and regulation, MoTwi, training institutions and others will establish facilities to analyze and certify construction materials to ensure compliance with standards and fitness for purpose.
TGSB will associate with GACSUL, GACCON, GAMWORKS, NAQAA and others to establish an effective credentialing system and specify appropriate standards of workmanship required for NPBs.
- Develop a Code of Workmanship and Code of Practice for good practice as regards “Health & Safety in Construction” and “Security in Occupation” including:
 - **Code of Workmanship: economic use of materials on site by operatives to ensure quality delivery of the end product as prescribed in specifications for construction works;**
 - **Code of Practice for Health and Safety in Construction: Government will collaborate with registered associations of consultants & contractors to amend the Labor Act, 2007, toward providing a framework for developing and enforcing CPs for the construction industry.**
 - **Code of Practice for Security of PBFs: this will minimize the effects of, and risks posed, by breaches of security and provide controlled access of all people and vehicles onto NPB sites, with trained security personnel supplemented by CCTV cameras, etc.**
- Establish a system for planned maintenance of government NPBs.
With adequate budgetary support, MoFEA and MoTwi will collaborate to plan, organize, direct and control all preventive, routine, annual, operational, occupational and replacement maintenance, and include user-performance appraisal audits and facility management and ownership.

Objective 4: Strengthen national public buildings and facilities support structures

Robust and financially stable support structures are an essential component of a sustainable NPB sector; these include training and research institutions; consultant, contractor, professional & trades associations; testing facilities and so on.

- Strengthen the range of training institutions and research centers

- Existing training centers will be encouraged to shift to a “business” model to expand resources and ensure sustainability; curricula will more closely align to subsector requirements; “centers of research excellence” will be created to research and promote environment friendly technologies & materials.
 - Government will liaise with training institutes to diversify their financial base and ensure they are adequately resourced; local programs will “twin” with international counterparts for student & instructor exchanges as well as recycling of books, materials, equipment and other resources.
 - NAQAA will implement construction sector studies that track student employment, capture employer satisfaction, and identify unmet needs in the subsector; curricula and training programs will be redesigned through a consultative process that includes construction-relevant associations and which places emphasis on internships, apprenticeships, attachments and so forth to improve students' immediate preparedness for the workplace.
- Strengthen construction consultants’ and contractors’ associations
 A well-structured construction industry with established professional, technical and trades associations will bring clarity to competencies and capacities available and on supply, and provide clearer guide for demand agents (government, SOEs, private sector) as to “how, where, what and who” to recruit.
 Government will strengthen construction associations including requirement for statutory registration and formal accreditation of services providers, and define the minimum standards required for participation in various lines of procurement

Objective 5: Capacity building for consulting and contracting firms and individuals engaged in design, construction and maintenance of public building and facilities

A well-functioning NPBF sector and construction industry is predicated on robust supply of design, construction and O&M skills and competencies. If design and construction firms are organized into capacity-based categories as described above, there is greater clarity as to competencies available to implement design & construction contracts on-budget, on-time, and to standard. Many firms in the subsector are unable to deliver due to office and project management problems that often translate to post-project debts. Contracting firms have common problems at site level arising from inadequate skills and low-quality workmanship. Firms will receive training and technical exposure to enable improvement; interventions at office and site levels will impart requisite knowledge in identified problem areas.

- **Provide in-office, hands-on training for construction firms in construction financing:**
 Content will include, *inter alia*, pricing & bidding for works, site management and business management;
- **Provide technical training specifically for Clerk of Works, Site Agents, Facility Maintenance Technicians, etc.:**
 The quality of construction outputs is significantly affected by permanent site personnel including clerks of works (representing the consultant) and foremen (the contractor). Training should be organized at “basic” and “advanced” levels, and appropriate certification required for respective roles in the NPBF subsector.
- **Foster trades apprenticeship for skills enhancement in construction:**
 Government and associations will liaise with training institutes to leverage local corporate interest, for example on “entrepreneurship”, “carpentry and construction”, “IT in construction”, “materials research” and “testing laboratories”, and so on.

Objective 6: Monitor the impact of the NPBF on the design, construction, maintenance, renovation, use, and decommissioning of government public buildings and facilities

The goal of the NPBF is to enable the government to lead-by-example, save money, reduce environmental impact, save energy, create safe and healthy work spaces, and serve the public good through the appropriate design, construction, maintenance, renovation, and decommissioning of the country’s public buildings and facilities under its control.

To that end, a system that allows for monitoring and evaluating the impact of various elements of the policy on the subsector is necessary. A baseline study should be conducted to detail the situation as at 2018, the start date of the NPBF. The study will cover the depth of penetration of sustainable construction practices and provide information about the situation at macro, meso and micro level. It will cover supervisory capacities (NAQAA, TGSB, MoTWI) and adherence to the NPBF regulatory framework (macro), the availability and quality of market infrastructure (meso), as well as the materials and technologies on offer and other issues at the level of construction consultant and contractor firms (micro).

Subsequent biennial impact assessments will systematically track the development of the subsector, with adjustments as required to achieve the desired trajectory.

Institutional Roles for Co-ordinating and Implementing the NPBF

A well-defined organizational set-up and clear definition of roles and responsibilities are required to implement policy strategies effectively and to achieve policy objectives. The array of institutions to co-ordinate, regulate, manage and implement the NPBF include government and non-government organizations as set out below.

1. A Framework for Inter-Institutional Coordination

The responsibility for the coordination of the NPBF lies with MoTWI. MoTWI will propel enactment of the NPBF Act and, subsequently, establish a National Public Buildings and Facilities Authority (NPBFA) to promote and regulate the subsector. This NPBF Authority will serve as technical secretariat to the National Public Buildings and Facilities Committee, NPBFCC.

The NPBFCC has oversight responsibilities for implementation of the NPBF Act. The Committee will be chaired by MoTWI and include representation from key public (OVP, MoFEA, MoLRA, MoE (NEA), NAQAA, TGSB, UTG, GTTI) and private (GCCCI, Construction Associations, Insight Training, Sheikh Mahfous, etc.,) stakeholders. The NPBFCC will monitor execution of the NPBF Action Plan and reflect progress in biennial reports; promote the coherence of NPBF interventions and support associated projects; align interventions in the subsector with other government policies; and organize biennial NPBF conferences to glean lessons and adjust the NPBF as necessary.

Respective stakeholders will develop appropriate strategies to manage and/or implement the responsibilities assigned under the Policy.

2. Monitoring of the Policy

Systematic Monitoring and Evaluation (M&E) is essential for policy assessment. The Government will from time to time undertake M&E to assess the effectiveness and efficiency of the NPBF to the subsector.

3. The Role of Government

The key government functions are to develop a legal and regulatory framework that leads to the efficient provision of sustainable NPBF, provide adequate guidance to government agencies and the subsector to ensure compliance with the NPBF, promote adoption of best practices and standards by support institutions, and support consulting and contracting firms in building respective capacities.

Government, through the NPBFCC and its technical secretariat will assume a promotional role in encouraging and guiding donors and investors to establish programs in support of private actors in the subsector. In this regard, Government will leave institutions and organizations to decide on matters within their respective areas of expertise such as program/course development and construction methodology.

In addition to general policy support from a wide array of government agencies, MoTWI, MoFEA and MoLRA are assigned specific and determinant roles in execution of the NPBF.

3.1 Ministry of Transport, Works and Infrastructure

MoTWI is the key technical adviser to government on matters related to public buildings and facilities. In the matter of operationalizing the NPBF Policy, MoTWI .

The Department of Technical Services

The DTS will be fully capacitated to manage implementation of NPBF activities and provide a critical input currently absent from civil works procurement processes, that is, engineering competencies for project preparation, design, construction, operation and maintenance. Numerous government agencies such as the Ministries of Agriculture, Health and Finance implement significant volumes of civil works projects with minimum in-house engineering capacity. The DTS will guide ministries and other agencies through technical aspects of procurement procedures to ensure outputs are fully compliant with the NPBF. The role of the DTS in this matter will be that of “process management” rather than “project implementation” with the latter outsourced to the private sector.

The National Public Buildings and Facilities Unit

The NPBFU will issue and administer public buildings and facilities policies, guidelines, standards and criteria throughout the government. It will ensure compliance with all laws and statutes that direct the construction, utilization, and management of NPBF. In executing these tasks, it will collect and disseminate relevant information, monitor the progress of the subsector, examine key technical issues relevant to the subsector and advise government entities or projects on appropriate structures and procedures in supporting activities in the public buildings and facilities subsector. It will standardize and simplify requirements for the design, construction and maintenance of NPBFs by issuing standard forms and technical guidelines as required. In all these activities, it will liaise closely with training institutions, and construction consultants and contractors' associations.

Within government, the NPBFU will advise MoFEA on budgetary requirements for constructing new and refurbishing or repairing existing assets, on assets inventories, on commissioning new and decommissioning existing assets and on other matters relevant to proper financial administration of NPBF. It will liaise with PMO to determine government annual requirement for office and residential space, and identify appropriate channels for supply aligned to MoFEA budget. NPBFU will support MoLRG administration of construction codes and standards by assuming responsibility for and “signing-off” on development control permits for *public and/or complex buildings* (see 3.3 below).

3.2 Ministry of Finance and Economic Affairs

MoFEA has responsibility for government finances and oversight of all donor assistance and private sector investments in the public sector, including PPPs and programs planned jointly with other ministries. In this role, it will ensure all such programs are consistent with the NPBF Policy and based on best practice.

Within MoFEA, the Budget Office will fund and support public buildings and facilities management; the PIU, through its IFMIS system, will collect and analyze inventory data, track public buildings and facilities performance, and direct and develop guidelines to ensure effective utilization of, investment in, and disposal of government-owned public buildings and facilities; the GPPA will regulate and monitor public procurement; and the DPP will assist government agencies through public procurement processes. In addition, the PPP Unit will include plans for new NPBF construction in the portfolio of projects proposed for implementation under Public Private Partnership arrangements.

3.3 Ministry of Lands and Regional Government

Public buildings are defined by function and by location in areas zoned for public use (see Annex 1.3). MoLRG has overall responsibility, *inter alia*, for mapping land-uses, processing changes to land-uses and delineating planning areas (Physical Planning) as well as for vetting applications for construction permits and monitoring site activities (Development Control).

MoLRG will be funded and supported in updating land-uses and zoning so they both reflect the current reality and guide future development especially as these impacts the availability of land for public buildings and facilities. Applications for construction permits will be divided into simple/residential and complex/public categories of buildings.³ Issuance of development permits for both categories of facilities will remain within MoLRG purview, Category II applications would however, require vetting and “signing-off” by the NPBF Authority.⁴

Category 1 applications for simple/residential buildings will be assessed on such criteria as property title, compliance with specified land-use, public health, fire and so on.⁵ Inevitably, following enactment of the NPBF, codes and standards for technical design and construction will widen and deepen; the attendant competencies required for technical evaluation will expand. MoLRG will also screen Category 2 applications for complex/public buildings on title, land-use and other basic criteria but these will then be forwarded to the NPBF Authority for detailed technical assessment including architectural and engineering design (specifications, construction technology, structures), environmental impact (energy consumption, water conservation), facility safety and security, access for PWDs, adherence to CPs and so forth.

3.4 Other Government Ministries and Agencies

Provision of NPBFs is a component in many government programs and projects. It is the responsibility of these entities to ensure that the design and implementation of programs accords with the NPBF and best practices. They will consult the NPBF Authority regarding consistency with the Policy and benefit from technical guidance from DTS. Government and agencies in the legal and regulatory framework of the NPBF will ensure that they fulfil all obligations under the Policy.

4. Supervisory bodies

The respective mandates of NAQAA and TGSB in setting standards and managing accreditation of technical training institutes and for materials and testing laboratories have significant import for the NPBF subsector.

4.1 National Assurance Quality and Accreditation Authority (NAQAA)

Intervention in tertiary technical training institutions is directed through NAQAA, the supervisory body charged with licensing, registering and accrediting such institutions. NAQAA manages the Gambia Skills Qualifications Framework that sets out a national policy for development of skills standards and qualifications for the Technical and VET Training sector. This will be the basis of the verification system for workmanship standards in the NPBF subsector.

4.2 The Gambia Standards Bureau (TGSB)

TGSB will establish national standards for building materials and set-up a verification system (inspection, testing, certification) for the NPBF subsector as proposed by government agencies. Standards developed in that respect will be mandatory “technical regulations” for protection of health, environment and public safety.

5. Support institutions

A wide range of private and other public actors will provide support to the NPBF subsector.

- 5.1 Gambia Association of Contracting Consultants (GACSUL) can be a cost-effective vehicle for directing assistance to consulting firms and individuals. GACSUL can be employed to analyse and disseminate policies and regulations affecting NPBFs, organize workshops and issue position papers on policies and legislation affecting NPBF. It can also organize membership meetings, maintain member relations, and define and monitor performance standards and norms.
- 5.2 Gambia Association of Contracting Contractors (GACCON), similarly, is a cost-effective conduit for government interventions in support of contracting firms and individual trades within the industry.
- 5.3 Professional and Trades Associations of architects, engineers and surveyors and the Federation of Gambian Building Construction Workers are entry points for programs targeted at professions and trades.
- 5.4 Technical Training & Research Institutions (TIs & RIs) will provide technical training to civil servants and consulting and contracting firms on a demand-driven basis; RIs will provide facilities for research on appropriate, more environmentally-sustainable materials and technologies.
- 5.5 Donors Projects supporting NPBFs will comply with the NPBF. Donors will ensure programs embody common standards and complement related activities, and that NGOs have capacity to take-over once donors withdraw from projects.

6. Communication Strategy

The strategy for communicating on the NPBF comprises components aimed at stakeholders and also at the general public.

The communication strategy for stakeholders is: i. Involve stakeholders during the NPBF formulation stage; ii. Launch the NPBF at a national, well-publicized workshop, with good stakeholder representation and extensive media coverage; iii. Conduct

³ These categories will be more finely defined by MoLRG.

⁴ The proposed *modus operandi* is similar to the erstwhile MoLRG committee for complex buildings that

⁵ The UTG School of Engineering currently offers a bachelor’s degree covering community planning, the environment, design and construction at a para-professional level. Its graduates are competent to handle processing of this category of application and thus the program can provide a steady supply of qualified personnel to MoLRG. Indeed, it already does.

journalist training sessions on how to report on the NPBF in the national and social media; iv. Develop information packages for NPBF practitioners; v. Organize biennial workshops; vi. Compile and publish NPBF success (and failure) stories.

The communication strategy for the general public includes: i. Conduct surveys to determine public misperceptions with regard to sustainability of public buildings and facilities; ii. In consultation with water resources, energy and NAWEC, recruit marketing firm to help shape content and delivery of messages to encourage water and electricity conservation and other sustainability issues; iii. Launch publicity and marketing campaign; iv. Monitor effect of the campaign.

Summary of Action Plan for Implementation

Strategy and Activities	1st Party	2nd Party	Time
Theme 1: Improve the policy, legal and regulatory framework			
1.1 Build capacity of government agency in charge of coordinating the NPBF by creating, equipping and staffing a NPBF Authority responsible for the Policy; recruit and train staff	MoTWI	MoFEA, PMO	ST
1.2 Draft, enact & implement the NPBF Act with wide-ranging stakeholder consultations and including minimum sustainability requirements; promote, sensitize and inform subsector and general public	MoTWI	MoLRG, MoJ	ST
1.3 Update and align Acts & Regulations that affect the construction, maintenance and use of NPBFs	MoTWI	MoLRG, MoFEA MoH, MoJ	ST
1.4 Formulate new policies & codes including National Land and Land-Use Policies; consult and ratify outputs;	MoLRG	MoTWI, MFECCNR	MT
Theme 2: Provide a framework to develop and promote management policies and regulations for effective stewardship of government public buildings and facilities including performance standards and assess compliance with such policies and regulations			
2.1 Formalize roles of MoTWI, MoFEA and MoLRG in providing sustainable government NPBFs; draft & formalize a "delivery structure" aligned to sustainability guidelines for NPBFs; build regulatory and management capacities of MoTWI (NPBFAU & DTSO&MU) and MoLRG (DPP&H).	MoTWI	MoFEA, PMO, MoLRG	ST
2.2 Establish performance requirements for sustainability in government NPBFs including urban & regional planning, architecture & interior design, structural, mechanical & electrical engineering, energy, fire protection, health & safety, and the external environment in design, construction and O&M.	MoTWI	UTG, TGSB, GACSUL, GACCON, GAW, NAQAA	ST-MT
2.3 Develop & implement programs to reduce energy utilization & carbon emission, and protect & conserve water in government PBFs to reduce the environmental impact of its PBFs	MoTWI	MoFECCNR, MoEP MoFWRNAM	ST-MT
Theme 3: Realize "best value for money" in the provision and management of government public buildings and facilities			
3.1 Provide technical training for civil servants working on NPBFs via MoUs with training institutions and consulting firms including quality assurance, health & safety, project & contracts management	MoTWI, MoHERST	PMO, MoFEA MoLRG	ST-MT
3.2 Engage private sector in project formulation, design studies, construction and commissioning of NPBFs; "rules of engagement" between government and private sector re project formulation, design studies, construction & commissioning of NPBFs; guidelines for engaging private firms in contracting for NPBFs.	MoTWI, MoFEA	MoJ	ST-MT
3.3 Establish verification system for standards of construction materials; Establish a fully-fledge construction materials testing laboratory, and provide training on use and application of standards.	TGSB	MoTWI, GAW GACSUL GACCON	ST-MT
3.4 Establish verification system for standards of quality of workmanship in the construction industry; Establish a trade competency accreditation system for person in the public buildings and facilities subsector.	TGSB, NAQAA,	MoTWI, GAW GACSUL, GACCON Trades Fed	ST-MT
3.5 Establish system for planned maintenance in government PBFs: develop framework, assign roles & responsibilities to stakeholder agencies, including management of the planned maintenance.	MoTWI, MoFEA	GAW	ST-MT
3.6 Develop Codes of Workmanship & Practice for Health & Safety in Construction; validate and enact.	TGSB/ MoTWI	MoHSW, MoJ	ST-MT
Theme 4: Strengthen public buildings and facilities support structures			
4.1 Strengthen training institutions; determine skills and competency needs of the construction industry; agree alignment of sector needs, skills and competencies with curricula of training institutes; encourage financial planning for operations success with given customer base, revenue sources, instruction courses, etc.	NAQAA	GACSUL, GACCON GAW, Training Institutions	ST-MT
4.2 Strengthen selected research centers: determine skills and competency needs of the industry; collaborate with centers to align needs of industry (materials & technology); encourage research centers to plan for the success of operations by identifying sources of revenue, courses of instruction and details of financing	NAQAA	GACSUL, GACCON UTG, RDI, GTTI, MDI	ST-MT
4.3 Strengthen construction consultants' & contractors' associations, assist in defining roles & responsibilities; develop strategic plans & budgets to carry out roles and responsibilities in line with NPBF policy	MoTWI, GAW	GACSUL, GACCON	ST-MT
Theme 5: Build capacity for consulting and contracting firms engaged in the design, construction, maintenance of PBFs.			
5.1 Provide training for construction firms; build capacity through management training via performance-based contracts with training institutions including pricing & bidding, site & business management, etc.	MoTWI	GACSUL, GACCON Training Instittns	ST-MT
5.2 Provide training for clerks of works, site agents, and other identified areas of need in the NPBF subsector; provide technical and management training via performance-based contracts with training institutions and consulting firms, including quality assurance, site management, and health & safety in construction	MoTWI	GAW, GACSUL, GACCON	ST-MT
Theme #6: Monitor and evaluate Development of the Public Buildings and Facilities Sub-sector			
6.1 Design system for M&E of implementation of National Public Buildings and Facilities Policy and its impact; conduct baseline survey on current characteristics of NPBFs in accordance with international best practices, including treatment and control groups; publish results of baseline and other surveys for review during biennial NPBF meetings; conduct/publish end-line survey to assess the impact of NPBF;	NPBFC	NPBFA	ST- MT-LT
	PMO	MoTWI	ST

Strategy and Activities	1st Party	2nd Party	Time
6.2 Establish NPBF Committee chaired by MoTWI and comprising high-level representatives of stakeholders to monitor implementation of the NPBF. The NPBF Committee will undertake systematic monitoring and evaluation, to assess the effectiveness and efficacy of the NPBF to the subsector;	MoFEA	MoTWI	St-MT
6.3 Ensure policies/strategies of other government entities and donors/investors are in line with the NPBF; attract international donors to initiate programs which reinforce the NPBF strategies	NPBFC	NPBFA	MT
6.4 Conduct biennial progress review meetings on NPBF implementation adjust strategies and share best practices and successes			

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Acronyms and Terminology

ATEP	Appropriate Technology and Environment Program
BCPD	Bachelors in Community Planning & Design
CORA	Committee on Office and Rental Accommodation
DPP	Department of Public Procurement (MOFEA)
GACCON	Gambia Association of Construction Contractors
GAGSUL	Gambia Association of Construction Consultants
GAP	Gambia Architectural & Planning Consultants
GAW	Gambian Agency for Management of Public Works
GCCI	Gambia Chamber of Commerce and Industry
GFRS	Gambia Fire and Rescue Services
GOTG	Government of The Gambia
GPPA	Gambia Public Procurement Agency;
GTTI	Gambia Technical Training Institute
MCAS	Management Consulting and Advisory Services Group
MoA	Ministry of Agriculture
MoBSE	Ministry of Basic and Secondary Education
MoFEA	Ministry of Finance and Economic Affairs
MoHSW	Ministry of Health and Social Welfare
MoFWRNAM	Ministry of Fisheries, Water Resources and National Assemble Matters
MoFECCNR	Ministry of Forestry, Environment, Climate change and Natural Resources
MoEP	Ministry of Energy and Petroleum
MOJ	Ministry of Justice
MoLRG	Ministry of Lands and Regional Government
MoTWI	Ministry of Works, Transport and Infrastructure;
NAQAA	National Accreditation and Quality Assurance Authority
NDMA	National Disaster Management Act
NDP	National Development Plan
NEA	National Environment Agency
NPBFA	National Public Buildings and Facilities Authority
NPBFC	National Public Buildings and Facilities Committee
NPBFP	National Public Buildings and Facilities Policy
O&M	Operations and Maintenance
OVP	Office of the Vice President
PCU	Project Coordination Unit (MOBSE)
PIU	Project Implementation Unit (MOFEA)
PMO	Personnel Management Office
PPHD	Physical Planning and Housing Department
RDI	Rural Development Institute
TGSB	The Gambia Standards Bureau
UTG	University of The Gambia

Preface

This consultancy to develop a “Sustainable National Building and Public works and Facilities Policy” was commissioned by the Ministry of Transport, Works and Infrastructure (MoTWI). Its primary objective is to “adequately guide the construction and maintenance of buildings and public works infrastructures and facilities in The Gambia”.

The Consultancy was contracted to Gambia Architectural and Planning (GAP) Consultants. In implementing the assignment, GAP worked in association with the Management Consultancy and Advisory Services (MCAS) Group. Other specialists as identified in the ToR⁶ were also included in the study team which comprised:

- **Benjamin Carr, Team Leader and Public Policy Specialist**
- **Roddie Cole, Urban Planner**
- **Yai-Fatou Gaye, Structural and Mechanical Engineer**
- **Francis Jones, Quantity Surveyor**
- **Saikou Njai, Environmental Specialist**
- **Saffiatou Nyang, Amie Bensouda & Co., International Law and Policy Specialist**
- **Sarah Dufie Sarpong, Health and Safety Specialist**
- **Baboucarr Sarr, Risk Management and Public Policy Specialist**
- **Joseph Sarre, Architect**
- **Willio Njagga Sarre, Renewable Energy Specialist**

The Policy was developed in consultation with the Task Force (TF) for the Formulation of National Public Building & Facilities Policy (NPBFP) set-up by the MoTWI, firstly to develop guidelines and compile reference documentation for the Consultancy and subsequently to oversee its implementation. The assignment was implemented in five phases, as follows:

- **The first review phase comprised research and analysis of the subsector (the diagnostic), including obtaining stakeholder input (via a start-up workshop and follow-up interviews) and case studies of select government public buildings and facilities. Stakeholder interviews included first, government officials as demand agents; second, construction services providers including Gambia Agency for Management of Public Works (Gamworks), private design and supervision consultants and private contractors; and third, executives of tertiary training technical institutions and institutes responsible for the supply of construction skills.**
- **Phase 2 of the policy development process was formulation of the Sub-sector’s vision and mission, and identification of strategic issues that must be resolved if the Sub-sector is to achieve its mission. The TF input was obtained on this important issue.**
- **The third phase of the process involved setting the goal and objectives, and identifying strategies to be applied to achieving the stated objectives. These were presented to the TF for comment.**
- **Phase 4 involved presentation of the draft policy to the TF for comments and discussion prior to finalizing the “draft final” version of the document.**
- **The fifth and final phase of the study included presentations and discussions of the Draft Policy at a Validation Workshop at the Paradise Suites and at a MOTWI retreat at Tendaba Camp. MOTWI also solicited inputs from key government agencies. The views, concerns and opinions of these audiences which included government sector experts were noted and drafts revised accordingly.**

Following the executive summary, acronyms and terminology and table of contents, the Report comprises: Introduction & Background, Policy Framework, Objectives and Strategies of the Policy, Implementing and Monitoring the Policy, the Action Plan and the Communications Strategy. Five annexes to the Report detail the evidences generated, validated, and applied to constructing the Policy.

⁶ The specialists required and level of inputs specified in the ToR were modified as necessary for better coverage of key aspect components of the study.

The Team would like to express its gratitude for all the assistance received and the good working relationships established during the course of the consultancy. In this respect, we would like to specifically mention the following at MoTWI: Honorable Bai Lamin Jobe, Minister; Mrs. Mariama Ndure-Njie, Permanent Secretary; Mr. Malang Jammeh, Deputy Permanent Secretary – Technical; Mr. Essa Drammeh, Director of Planning; and Mr. Ebrima Colley, Director of Technical Services; all of whom provided good professional guidance to the team.

1. Introduction and Background

Introduction

The formulation of a National Public Buildings and Facilities Policy (NPBFP) for The Gambia, including addressing the needs of the physically-challenged, is the starting point to fulfilling one of the strategic priorities of the Government of The Gambia as set out in its National Development Plan 2018 - 2021 (NDP, 2018 – 2021).

The policy provides the government with a blue print to pursue part of the infrastructure sector's critical role in national development as it serves as a guide to "construction, operation, provision and maintenance of government buildings and facilities" leading to "comprehensive and sustainable management of public works infrastructure" (NDP, 2018-2021). This is in line with the view of the Ministry of Transport, Works and Infrastructure (MoTWI), which has for several years expressed its interest in developing a National Public Building and Public Works and Facilities Policy with a view to adequately guide the construction and maintenance of buildings and public works infrastructure and facilities in The Gambia.⁷

The policy fits well into the county's macro-economic policies. It is coherent with the overall framework of national development objectives and the economic and social development policies of relevant government agencies. The proposed Policy responds to the demands of key sectors, and takes account of the following: the needs of affected beneficiaries; the organizations and agencies affected or involved; the major building and public works problems of beneficiaries and other parties, the relationships between these problems and respective linkages; and other interventions or priorities of government agencies and donors and information from earlier studies and evaluations. Overall, it proposes a proper institutional and regulatory framework for coordinating the policy and managing government public buildings and facilities in the Country.

Background

The starting point for defining the objectives, strategies and lines of action of the NPBFP is review of the public buildings and facilities subsector of the country and the opportunities for its improvement and sustainable development. This situation was analyzed in a Diagnostic Study carried out by GAP-MCAS in June-July 2017 as part of preparatory work for formulation of the Policy. In addition to presenting information about the subsector, it clearly presented the situation at the macro, meso and micro levels, revealing the subsector's strengths and weaknesses, the challenges to be faced, and the opportunities that lie ahead.

The most important findings of the diagnostic study are summarized below.⁸

- **The body of laws governing land development and construction processes are either incomplete or out-of-date, and several key bodies in the regulatory framework are absent, only partly functional, or not always included in the decision making process.**
- **Low budgets and inadequate technical expertise means that regulatory bodies are unable to properly execute their mandates of development planning and building plan review, and provide building inspection services to PBF developers. Developments on the ground have overtaken the planning and**

⁷ MoTWI: Terms of Reference for the formulation of a Sustainable National Building Policy. Page 12.

⁸ See Annex 1 for the detailed diagnostic study.

building control efforts of government, the worst result which is evidenced in unsafe buildings constructed in unplanned areas and unsuitable locations.

- Specific to government, MoTWI is not always involved in new construction and structural alteration of existing public buildings and facilities, nor is it evident that the ministry carries out the half yearly inspection of government buildings to determine necessary repairs as required by law (Government Order). MOTWI does not have a strong and determinant role in scrutinizing the engineering components of public buildings and facilities.
- Standard “maintenance-free” designs already exist for schools and health centers, but there is no government-wide policy to encourage sustainability in the design and construction of PBFs.
- Government agencies, as clients, do not always have sufficient financial resources committed to projects before embarking on them; this often translates to poor project preparation, weak designs, poor construction and/or unfinished buildings.
- There is shortage of qualified workers in the industry; first, competencies do not always exist in government client agencies to, among other things, prepare and review design briefs, defend project budgets, properly conduct evaluation of bids and supervision of construction works; second, consulting firms are not always appropriately trained or experienced in the design and/or supervision of construction works; and third, contractors have difficulties identifying qualified trades workers or professionals to fill construction positions.
- Training institutions do not fully cater to the needs of the industry, especially in preparing students adequately for immediate employment including training on the technologies in common usage in practice (CAD, REVIT, Total Station, Photoshop, etc.). There is an absence of courses such as surveying and mapping which skills are direly needed in all eight of the LGAs. Most government facilities face difficulties recruiting maintenance personnel with broad-based, cross-cutting skills as technical training is rigidly compartmentalized. In general, there is insufficient exposure to practical work situations.
- A very high proportion of raw materials and finished products in the industry are imported and this translates to higher construction costs. There are no plans or programs for substituting with locally available materials and insufficient policy impetus in this direction.
- The need to make significant changes in carbon emissions for environmental sustainability requires an entirely new project management approach by subsector actors focused on reduced energy emissions and decreased consumption of electricity and water, among other factors. These “environmental” factors should be integrated into form part of the criteria for evaluation of designs and the construction of public buildings.
- Firms have generally been unable to deliver projects on-budget and on-time. With the proposed upgrading of construction codes and standards, civil works projects will become more demanding; designs will become more complex; construction requirements more exact. Therefore, clients must be sensitized to be more selective in choice of consulting and contracting firms; firms, on the other hand, must ensure that the assignments they accept fall within their core expertise.

2 The Policy Framework

2.1 The Rationale

The rationale for formulating a National Public Buildings and Facilities Policy (NPBFP) is to provide The Gambia with a realistic framework that defines the principles, objectives and strategies for the country's public buildings and facilities subsector. The NPBFP has to establish a basis for the sustainable growth of an efficient and effective public buildings and facilities sub-sector that serves the general public and facilitates economic growth and poverty reduction. By establishing a policy framework and defining the principles to guide the provision of public buildings and facilities, the NPBFP will contribute to addressing multiple challenges affecting the subsector and provide strategic guidelines to enable the further exploitation of opportunities.

2.2 The Vision

The NPBFP aims at creating comprehensive framework for development of a dynamic national public buildings and facilities industry to foster a climate of understanding in which stakeholders work towards contributing to economic development by offering sustainable public buildings and facilities to a wide range of clients; government, non-government, corporate as well as individual.

2.3 The Mission

The NPBFP aims at creating a comprehensive framework for the development of a dynamic national public buildings and facilities sub-sector that generates a climate of common understanding whereby stakeholders will work towards a common goal of providing sustainable and safe public buildings and facilities to a wide range of clients, thereby contributing to the infrastructure necessary for poverty alleviation and wealth creation.

A properly functioning public buildings and facilities sub-sector can contribute to the achieving the objectives of VISION 2020 as well as other national development programs.

2.4 The Goal

The goal of the NPBFP is to enable the government to lead by example, save money, reduce the environmental impact, save energy, create safe and healthy work spaces and serve the public good through adequate design, construction, maintenance, renovation, and decommissioning of the country's public buildings and facilities under its control.

To achieve the goal of the NPBFP,

- **Government will promote the use of best practices in construction, operation and maintenance of public buildings and facilities.**
- **Government will incur lower operations and maintenance costs which will translate to significant savings over the life of government buildings and public facilities.**
- **Government will reduce environmental impact by adopting and promoting the use of sustainable materials and efficient systems to reduce waste and decrease resource consumption in public buildings and facilities.**
- **Government will save energy by adopting and promoting green construction and operations that reduce the carbon footprints of buildings.**
- **Government will adopt and promote the creation of healthy work spaces through improved air quality and increased natural light, better ventilation and improved occupant health.**
- **Government will better serve the public good through constructing and operating green buildings and facilities which contribute to more responsible use of taxpayer monies and mainstream markets for environmentally friendly products and practices.**

2.5 The Objectives

Based on findings of the Diagnostic Study, the NPBF pursues the following objectives:

1. **Improve the policy, legal and regulatory framework;**
2. **Provide a framework for government to develop and promote management policies and regulations for effective stewardship of government public buildings and facilities including reducing energy utilization and carbon emissions and protecting and conserving water in government public buildings and facilities, among others. Such a framework should also assess compliance with policies and regulations and monitor gradual progress toward environmental sustainability.**
3. **Achieve “best value for money” in providing and managing government public buildings and facilities;**
4. **Strengthen public buildings and facilities support structures;**
7. **Build the capacities of government agencies and construction firms and individuals;**
6. **Monitor and evaluate the Impact of NPBF.**

2.6 Core principles

The NPBF will be guided by the following principles.

Roles & Responsibilities of Stakeholders

1. GOTG provides a set of interrelated legal, organizational, fiscal, informational, political and cultural conditions to direct the NPBF sub-sector⁹ to engage in effective and sustainable activities.
2. The NPBF sub-sector is grounded on a comprehensive regulatory framework that clearly distinguishes among regulatory, co-ordination & monitoring and implementation activities, and provides sufficient tools for proper enforcement at all levels.
3. The government establishes institutional arrangements to enable it deliver PBF services effectively and sustainably.
4. The NPBF Sub-sector “organizes” itself, and takes responsibility for developing and continuously upgrading and updating building codes and standards over time.
5. Implementation of NPBF activities is by non-government entities preferably on a profitable or, at a minimum, cost recovery basis.
6. Co-ordination of stakeholders toward smooth enforcement and avoidance of duplication and gaps.

Constructing Buildings & Facilities

7. The PBF Sub-sector is guided by “best practice” principles of sustainable design including optimum site development, minimum energy and water consumption, use of environmentally sensitive materials, and cost-effective operation and maintenance practices.
8. On-going national exchange of knowledge and active learning from international best practice.

Provision of Services

9. Government identifies/establishes an agency to manage implementation of PBF Services that is, manage the processes of design, construct, lease, renovate as well as security and health & safety practices for government-controlled NPBFs.
10. Government identifies/establishes a sister agency to develop, promote, oversee and monitor compliance with policies and regulations for effective stewardship of government-controlled NPBFs.
11. Competitive bidding and technical surveillance is built into procurement of PBF Services, with procedures and outcomes transparent to the sub-sector and general public including publishing in national media.
12. Quality training to improve technical competencies particularly in areas crucial to the PBF sub-sector.

⁹ The NPBF Sub-sector comprises the full set of engaged actors from regulation and monitoring at the one end, through all levels of implementation (procure, design, construct, operations and maintenance) to end users of public buildings and facilities at the other.

3 The Objectives and Strategies

Strategies for achieving policy objectives are grouped according to the six objectives they are intended to achieve.

3.1. Objective 1: Improve the policy, legal and regulatory framework

A conducive, stable macroeconomic and policy environment provided by the appropriate government entities is necessary to underpin a sustainable public buildings and facilities system. The primary macro-level entities are the Ministry of Lands and Regional Government (MoLRG), Ministry of Transport, Works and Infrastructure, and the Ministry of Finance and Economic Affairs (MoFEA).

To foster sound development of the public buildings and facilities subsector, the GOTG is committed to ensuring that legal, regulatory and supervisory structures and mechanisms support a sound building and construction system. The government is also committed to support improvements in the legal and regulatory framework for providing guidelines for spatial development and effective use of land (to ensure that there is a well-balanced environment and good living conditions in the country), upgrading building codes and standards, and building the capacities of key government agencies and staffs.

Strategies

The four strategies designed for achievement of this objective are described below.

3.1.1 Build the capacity of the Ministry responsible for coordinating and promoting the NPBF Policy

MOTWI has been designated to coordinate implementation of the National Public Buildings and Facilities Policy. This requires the creation of a “National Public Buildings and Facilities Authority” staffed by persons competent in engineering, institutional/legal processes, policy monitoring & evaluation and other key components of the sub-sector, with good access to all public buildings and facilities stakeholders. The creation and operationalization of the NPBF¹⁰ is critical to the success of the NPBF and is programed as a short term intervention in the Action Plan.

3.1.2 Drafting, enacting and implementing the NPBF Act ¹⁰

The NPBF Act will provide a global framework for the operations of different types of agents in the public buildings and facilities sub-sector. In the last stage of approval, MoTWI liaising with the Ministry of Lands and Regional Government (MoLRG) and others will present the draft law to the stakeholders in the NPBF industry for their input. This will provide an opportunity to define the specific regulations and acts that will guide execution of the law.

The Act will specify codes and standards for the different types of NPBFs and for service providers. Once approved, MoTWI, again liaising with MoLRG and others, will determine the statutory time span for retrofitting existing government PBFs to comply with the new standards and other requirements for sustainability of buildings and facilities.

3.1.3 Updating of all Acts and regulations governing the construction, maintenance, and use of public buildings and facilities

The Physical Planning and Development Control Act 1991, Physical Planning Standards and Guidelines, Development Control Regulations 1995, Land Acquisition Act, The State Lands Act, The Survey Act, together provide a global framework for the construction, maintenance and use of public buildings and facilities. They are mostly out-of-date and will be updated. Acts in related areas such as NEMA (environment), GPPA (public procurement) and NDMA (disaster management), among others, will be

¹⁰ Government in some cases avails itself of other forms of procurement such as PPP, PFI and Prime Contracting to bridge project funding gaps; construction works emanating from such projects must comply with provisions of local building codes and standards specifically, those related to the NPBF.

reviewed and harmonized with the NPBF Act.¹¹ In the last stage of approval, MoLRG working with MoTWI and others will present the draft laws to the stakeholders in the NPBF sub-sector for their input. This provides an opportunity to define the specific regulations and acts that will guide execution of the law.

The Acts will define the legal and related instruments that affect the capacity of government agencies to engage in regulatory processes for public buildings and facilities to ensure they are maintained and operated using sustainable and effective strategies. Once approved, MoTWI collaborating with MoLRG will determine the time span allowed for each public building and facility provider to comply with codes and standards and other requirements for sustainable buildings and facilities.

3.1.4 Formulating new policies and codes

Although not directly under the ambit of the NPBF, MoTWI will support the MoLRG in developing land and land-use policies by the government in pursuit of the goal of decentralization generally and regional and local land use planning according to the National Development Plan 2018 – 2012 which states the proposed Land Policy will provide a *“fully empowered and functional local government structures with a sustainable land management system that stimulates and responds to the demographic and economic trends of the Gambia”*.

3.2 Objective 2: Provide a framework to develop and promote management policies and regulations for effective stewardship of government public buildings and facilities (including performance standards in key areas) and assess subsector compliance.

In the absence of a comprehensive system for procurement of government public buildings and facilities plus the fact that government-wide standards for the construction and utilization of public buildings and facilities do not exist, government buildings and facilities are planned, constructed and utilized with little or no consideration for issues of health and safety, security and environment. Lack of funding for maintenance and lack of “institutional ownership” of this activity has led to a large number of unoccupied, underutilized, and crumbling government public buildings and facilities.

To overcome such shortcomings, government will set up a system to ensure provision of sustainable government public buildings and facilities through government-wide policy oversight and guidance for design, construction, utilization and management of public buildings and facilities. This will operate in parallel with a centralized, government-wide public buildings and facilities inventory system, regulations, standards and criteria for acquiring, constructing, utilizing and managing public buildings and facilities.

Strategies

Three strategies towards achieving the second objective are outlined below.

3.2.1 Formalizing the roles of MOTWI, MoFEA and MoLRG in the provision of sustainable government public buildings and facilities

The MoTWI, MoLRG and MoFEA, are identified as key government agencies with critical roles in overall execution of the Policy. These roles are summarized below and further expanded-on in Chapter 4.3: The Role of Government (p.14).

- MoTWI is chief technical adviser to government with overall responsibility to develop, promote and coordinate the subsector. It will chair a National Public Buildings and Facilities Committee (NPBFC) with representation from government, private sector, training and research institutions, NAQAA, TGSB, suppliers of building technology and materials, construction consultants, contractors and trades associations. The NPBFC will provide strategic direction to and steer the affairs of the subsector. Its responsibilities will include convening biennial workshops to review progress and publishing the findings.

¹¹ For example, GPPA regulations may be reviewed and revised so that government agencies, those (without in-house engineering or construction capacity in the first instance), are statutorily required to link with MoTWI for guidance through civil works procurement processes. The current regulations assume procuring organizations develop their own (or share) specialize procurement units with the right mix of technical skills.

MoTWI will host two organizational units with specific mandates in the regulation and management of the NPBF subsector

- The National Public Buildings and Facilities Authority (NPBFA) will administer and evaluate compliance with the NPBF and provide guidelines, standards and performance criteria for same throughout government and within the NPBF subsector specifically. The NPBFA will arrange inspections of government buildings including half-yearly inspections of government quarters as feasible. The Authority will maintain a database on government NPBFs and maintain responsibilities for ensuring a sufficiency of office and residential space to meet government requirement, aligned to available funding.
- The Department of Technical Services, DTS, will assist government agencies in meeting the codes, standards, health & safety and environmental provisions, and all other requirements of the NPBF. The Department will manage programs for construction of new and maintenance of existing public buildings and facilities, generally outsourcing implementation to the private sector as appropriate.
- MoFEA will provide support to the budget office on public buildings and facilities management issues and to the PCU to collect and analyze inventory data, track performance on public buildings and facilities, share information on sustainable development, and develop guidance to ensure effective utilization of, investment in, and disposal of government owned public buildings and facilities. GPPA will be responsible for ensuring compliance with procurement regulations while the DPP will guide government agencies toward such compliance.
- MoLRG is responsible, *inter alia*, for maintaining and updating design and construction regulations, processing building applications and ensuring that construction activities on-the-ground comply with approved plans. Within its Department of Physical Planning and Housing (DPPH), the physical planning unit through its land use and zoning plans will determine the availability and suitability of land for new national public buildings and facilities while the development control unit will screen applications for development permits for compliance with the codes and standards which will expand significantly following enactment of the NPBF. Both units require major capacity building if they are to execute their mandates under the Policy effectively.

The respective regulatory and management capacities (what are they able to do) and the amount and depth of required regulatory and management work (what they should do) have to be harmonized through institutional development, staff capacity building and appropriate resource allocations.

3.2.2 Establishing performance requirements for sustainability in government public buildings and facilities.¹²

The government plans to lead the sub-sector by example, by using “best practices” in the construction, operation and maintenance of sustainable public buildings and facilities. The essential principles of sustainable design and development are:

- Optimize site potential
- Minimize nonrenewable energy consumption
- Protect and conserve water
- Use environmentally preferable products and materials
- Enhance indoor environmental quality, and
- Optimize operations and maintenance practices

These principles must serve as the basis for planning, programming, design, budgeting, construction, commissioning, operation, maintenance and disposal of all new facilities, major renovations and existing building alterations. These principles should be applied as appropriate to every project scope.

Specifically, government-wide performance requirements will be established in the design, construction, operations and maintenance for sustainability in government public buildings and facilities covering the following areas: urban and regional planning, architecture and interior design, structural and mechanical engineering, electrical engineering and energy, fire protection, security, health and safety, and the external environment. Due consideration will be given to the needs of the end-users of public buildings and facilities, including persons with disability and senior citizens.

3.2.3 Developing and implementing government-wide programs to reduce energy utilization and carbon emissions, and protect and conserve water in public buildings and facilities

¹² See Annex 4 for a Sample Framework of Performance Requirements for Sustainability

In designing and utilizing government public buildings and facilities, the efficiency of systems for reducing waste and decreasing resource consumption is rarely given serious consideration. Government will develop programs to reduce energy consumption, increase production of energy from renewable sources, reduce use of water and promote water conservation in public buildings and facilities to reduce the environmental footprint of NPBFs.

3.3 Objective 3: Realize “best value for money” in the provision and management of government public buildings and facilities

The diagnostic analysis reveals that the government does not always realize the most advantageous combination of cost, quality and sustainability in the procurement and management of its public buildings and facilities. In this context, *cost* means consideration of the whole life cycle cost, *quality* means meeting a specification which reasonably allows the facility to function as intended, and *sustainability* means economic, social and environmental benefits in support of public buildings and facilities for government. It is crucial that measures are put in place to ensure efficient and transparent delivery in procurement, best practices in construction, and sustainable outcomes in operations and maintenance of government-owned public buildings and facilities.

Due to inadequate building regulations and codes, most public buildings and facilities are planned and constructed with little or no consideration for issues relating to health and safety, security and environment. To achieve the goal of providing buildings that minimize environmental impact, save energy and are safe, healthy and secure, the government in collaboration with the construction sector will develop relevant building standards and codes to be enforced at all stages in the process i.e. from pre-design to operation and maintenance, decommissioning and demolition.

Strategies

The strategies and key lines of action at this level are outlined below.

3.3.1 Providing para-professional training to civil servants working on the delivery of public buildings and facilities

Capacity in government is inadequate to deliver public buildings and facilities over their respective life cycles. Although the policy makes provision for Gamworks and competent private sector firms and individuals to support government agencies in that regard, it is important that complementary capacity is built within government particularly in the areas of planning, design, construction, operation and maintenance.

3.3.2 Engaging the private sector in project formulation, design studies, construction, and commissioning of public buildings and facilities

Presently, there is inadequate manpower in government; the private sector can assist in preparing feasibility studies, TORs, design briefs, budgets as well as in performing development control functions. They can assist in determining optimum procurement routes (alternative forms of contracts for works and services) for the delivery of public buildings and facilities. The project formulation stage will include knowledge and technology transfer (duration and areas of training and numbers of people trained) and the application of renewable technologies to reduce the carbon footprint as criteria for award of contracts. The private sector can further assist at the commissioning stages of a facility to determine whether the “right product” is delivered for the “right price” and at the “right time”.

3.3.3 Establishing a verification system for standards of materials in the construction industry

Accredited test facilities are needed to undertake analysis of a wide range of raw materials and finished products to a variety of national, European and international standards. TGSB will assist first in developing the standards, and then in drafting regulations and guidelines and establishing regulatory bodies for physical (durability, strength, weatherability, load, slip resistance) and chemical (composition, microstructural) tests to certify construction materials and products.

Tests will be conducted to ensure that only materials compliant with current guidelines and building regulations are certified; certification tests will ensure products are fit-for-purpose, and will be geared to developing and bringing new materials and products on-stream in local markets.

3.3.4 Establishing a verification system for quality of workmanship in the construction industry

Quality workforce credentials and education and training assessments can help employers identify skilled candidates and provide new entrants a competitive edge. The Gambia Standards Bureau liaising with GACSUL and GACCON will establish a qualitative and effective credentialing system that ensures programs and certifications are valid within the industry across time and will assume the responsibility of ensure their ongoing credibility.

3.3.5 Developing Code of Workmanship and Code of Practice for Health and Safety in Construction and Security in Occupation

Code of Workmanship

The Code of Practice for Workmanship will require the economic use of materials on site by operatives to ensure quality delivery of end products as prescribed in specifications for the construction works.

Code of Practice for Health and Safety in Construction

As part of the process of updating the relevant laws, the Government will collaborate with the Registered Associations of Gambian Consultants and Contractors to amend the Labor Act, 2007 (Part IX, Subsection 72 - Safety Equipment) to include a subsection that imposes duty on employers to develop and implement occupational health and safety management systems at worksites. The amended Labor Act will provide a framework for developing and enforcing codes of practice for the construction industry.

The Code of Practice will address prevention of occupational accidents and diseases, wider application of the principles of ergonomics, arrangement of working times, improvement of the content and organization of work and of conditions of work in general, a greater concern for the human condition in the transfer of technology in construction. It will specify the roles of various actors in construction, including competent authorities (any government authority with the power to issue regulations, orders, or other instructions having the force of the law), the client for whom the work is carried out, and the contractor and/or employer (any legal person/firm that employs worker(s) on a construction site.

Code of Practice for Security of Public Buildings and Facilities

Security arrangements for PBFs should minimize the effects of, and risks posed, by breaches of Security. The Code of Practice will incorporate all policies and procedures necessary to support and implement the security measures identified for each PBF. Security measures will seek to provide controlled access of all persons and vehicles onto PBF sites, and allow for trained, knowledgeable security personnel where and when these are deployed, supplemented by CCTV cameras, etc., as appropriate.

3.3.6 Establishing a system for planned maintenance of government public buildings and facilities

MoFEA (DPP, PCU, budget office) will partner with MoTWI (NPBFA, DTS) to provide budgetary support to the processes of planning, organizing, directing and controlling all preventive, routine, annual, operational, occupational and replacement type of maintenance; conducting user-performance appraisal audits and generally ensuring appropriate ownership of public buildings and facilities.

3. 4 Objective 4: Strengthening of public buildings and facilities support structures

Financially stable public buildings and facilities support structures are an essential component of a sustainable public buildings and facilities industry. Government agencies and private sector consultants and contractors need these structures to fulfill functions they would otherwise carry out themselves at a higher cost which, in turn, would increase the costs of services. These market infrastructures are required to reduce transactions costs, increase outreach, build capacity and foster transparency. A good infrastructure will allow firms to concentrate only on their core business as the support structures would take care of the “environment” (in the form of public goods and services). Included in the support structures are training institutions, research institutions, consultant and

contractor networks and associations, professional and trades associations and providers of testing facilities, among others.

Building the infrastructure for, and sharing the risks and costs of creating, these support services is vital for the long-term viability of actors in the public buildings and facilities subsector.

Strategies

The two strategies and respective key lines of action are outlined below.

3.4.1 Strengthening training institutions and research centers

To perform their function of support to the NPBF subsector and the construction industry more effectively, existing training centers will be encouraged to shift to a “business” model as a strategy for expanding resources, academic and material inputs, and ensuring program and organizational sustainability. At the same time, curricula will be aligned more closely to the subsector requirements and programs organized into “centers of research excellence” in environment friendly technologies and materials.

Government will liaise with training institutes to develop programs to expand their financial base beyond fees and tuition, and to ensure they have the resources to fulfill support functions. Local programs will twin with international counterparts for student and instructor exchanges, books and materials donations, and recycling of equipment and other resources.

NAQAA will implement construction sector studies that track student employment, capture employer satisfaction, and identify unmet needs in the subsector. The ensuing processes of redesigning curricula and training programs will incorporate wide-ranging stakeholder consultations with construction associations and others, and insist on significant periods for internships, apprenticeships and attachments towards improving “student preparedness” for the workplace.

3.4.2 Strengthening construction consultants’ and contractors’ associations

A well-structured construction industry with established professional, technical and trades associations will speak to/capture local competencies and capacities available and on supply, and provide clear guide for demand agents (government, SOEs, private sector, other) as to “how, where, what and who” to recruit for projects to design and construct public buildings and facilities or any other civil works.

The associations representing consultants, contractors, professionals, technicians and craft persons in construction are key stakeholders in the NPBF Sector and in the construction industry as-a-whole. Interventions will be geared to strengthening associations including compulsory statutory registration, formalizing and enacting a system for accrediting construction services providers, and specifying and enacting the minimum standards of qualifications and experience required for participation in various lines of civil works procurement.

3.5 Objective 5: Capacity building for the consulting and contracting firms engaged in the design, construction and maintenance of public building and facilities

A well-functioning NPBF sector and construction industry is predicated on the combination of robust supply of appropriate design, construction, and operations and maintenance skills and competencies alongside design and construction firms that are clearly organized into capacity-based categories able to implement design and construction contracts on-budget, on-time, and to standard. A large number of the firms, especially contracting firms, in the subsector are not able to deliver such services as most of them have common problems in running businesses, often resulting in debts (as opposed to profit) after completion of projects. Additionally, there are common problems at site level, arising out of inadequate skills and attendant low quality workmanship.

Firms will receive training and technical exposure to enable them to improve their businesses and overcome related management problems through proper planning. Interventions at office and site levels will impart requisite knowledge in areas of common problems identified in the diagnostic of consulting and contracting firms.

Strategies

Three strategies and lines of action in this area are outlined below.

3.5.1 Providing in-office, hands-on training for construction firms in construction financing.

Training will be provided for firms in the areas of “pricing and bidding”, “site management” (“planning for profit” and “making it happen”) and “business management” (“managing the money” and “managing the business”);

3.5.2 Providing technical training specifically designed for Clerks of Works, Site Agents, Facility Maintenance Technicians and other identified areas of need in the construction sector.

The quality of construction outputs relies to a large degree on the personnel permanently stationed on the work site, namely the clerk of works (representing the consultant) and the site agent/foreman (representing the contractor). Training will be organized for clerks of works and foremen at “basic”, “intermediate” and “advanced” levels, and certification will be required for participation in respective roles in the NPBF sector.

3.5.3 Foster trades apprenticeship for skills enhancement in the construction industry

Government will liaise with training institutes for possible private sector sponsorship in identified areas of local corporate interest, for example in underwriting courses on entrepreneurship, carpentry and construction, IT in construction, materials research, and so forth.

3.6 Objective 6: Monitoring the impact of the NPBF on the design, construction, maintenance, renovation, use, and decommissioning of government public buildings and facilities

The Goal of the National Public Buildings and Facilities Policy is to enable the government to lead by example, save money, reduce environmental impact, save energy, create safe and healthy work spaces, and serve the public good through proper design, construction, maintenance, renovation, and decommissioning of the country’s public buildings and facilities under its control. As this goal and subsequent objectives contain different elements, it is necessary to have a system that allows for monitoring and evaluation of the impact of the policy on the subsector.

Actions to achieve this include conduct of baseline studies detailing the situation in 2018, the official starting date of the NPBF. The M&E system should cover the adoption of sustainable construction practices but also provide information about the situation at macro, meso and micro level. Elements to be covered include the supervisory capacities and adherence to the public buildings and facilities regulatory framework (macro), the availability and quality of market infrastructure (meso) and the variety of local materials and technologies on offer and other issues at the level of the construction consultant and contractor firms and individuals (micro level).

The Government of the Gambia considers the sustainability of the public buildings and facilities sector an important tool for economic development and has indicated this should be a key orientation of the NPBF. Consequently, measure of the growth of adoption of the Policy should be a careful and continuous process, gradually generating evidence-based data and providing greater insights on the impact of its adoption on the subsector itself, and on national economic development generally.

In this manner, by rigorously measuring this impact, The Gambia public buildings and facilities subsector will align itself with the international best practices in measuring and reporting on environmental impact.

4 Implementing and Monitoring the National Public Buildings and Facilities Policy

A well-defined organizational set-up and clear demarcation of responsibilities are required to increase the likelihood of successfully implementing strategies. The institutional arrangement for execution of the NPBF is therefore critical and is laid out in ensuing paragraphs.

4.1 Framework for inter-institutional coordination

The responsibility for overall coordination of the NPBF lies in the hands of the Ministry of Transport, Works and Infrastructure. To that effect, MoTWI will create a Public Buildings and Facilities Committee (NPBFC)¹³ to generally steer the activities of, and ensure wide-ranging and broad-based participation in, the NPBF subsector. The NPBFC will be chaired by MoTWI and incorporate high level representatives of stakeholders in the subsector including.

- Office of the Vice President (OVP)(PMO);
- Ministry of Transport, Works and Infrastructure (MoTWI);
- Ministry of Finance and Economic Affairs (MoFEA);
- Ministry of Lands and Regional Government (MoLRG);
- Ministry of Forestry, Environment, Climate Change and Natural Resources (MoFECCNR)
- Ministry of Fisheries, Water Resources and National Assembly Matters (MoFWRNAM)
- Ministry of Energy
- Gambia Public Procurement Agency (GPPA);
- Department of Public Procurement (DPP);
- Gambia Association of Construction Consultants (GACSUL);
- Gambia Association of Construction Contractors (GACCON);
- National Accreditation and Quality Assurance Authority (NAQAA);
- The Gambia Standards Bureau (TGSB);
- Gambia Chamber of Commerce and Industry (GCCCI) (representing private sector);
- Representative of the Federation of Gambian Construction Trades Associations;
- Representative of Technical Training Institutions (GTTI, UTG, Insight Training, Sheikh Mahfous, etc.);
- Representative of Research Institutions.

The NPBFC will, *inter alia*, engage in the following:

- Ensure monitoring of the execution of the NPBF's Action Plan and reflect progress in a yearly or biennial report;
- Promote the coherence of public buildings and facilities interventions and support projects with the NPBF;
- Align interventions in the subsector with other government policies;
- Organize biennial PBF conferences to systematize lessons learned and obtain inputs for adjusting the Policy as necessary.

The various stakeholders will be required to develop appropriate strategies to execute the responsibilities they are assigned under the NPBF.

4.2 Monitoring of the Policy

Systematic Monitoring and Evaluation is essential for policy assessment. The Government will from time-to-time, undertake systematic monitoring and evaluation to assess the effectiveness and efficiency of the NPBF to the subsector.

4.3 The role of the government ¹⁴

¹³ In earlier versions of the Report a NPBF Commission as opposed to Committee was proposed.

¹⁴ See Annex 5 for a Profile of the Key Agencies involved in the Provision of NPBFs

The key government functions relating to sound environmental management include developing a legal and regulatory framework supportive of the sustainability of public buildings and facilities, taking the lead in providing sustainable public buildings and facilities efficiently including ensuring access to the critical inputs required for such provision, and promoting the adoption of best practices and standards by building the capacity of support institutions as well as consulting and contracting firms.

Arising from its interest in ensuring that all Gambians have access to sustainable public buildings and facilities, the Government will at times take on a lead/promotional role in, for example, encouraging and guiding donors and investors to establish programs in support of private actors in the subsector. In its promotional activities, the Government will leave it to institutions and organizations to decide themselves on those matters that properly belong to the institutions and organizations such as program/course development, construction methods, and so on.

4.3.1 Ministry of Transport, Works and Infrastructure

MoTWI is the key technical adviser to government on matters related to public buildings and facilities with responsibility to develop, promote and coordinate the subsector. It will chair the National Public Building and Facilities Committee (see 4.1 above).

The National Public Buildings and Facilities Authority (NPBFA)¹⁵

The NPBFA will serve as secretariat to the NPBF Committee. It will oversee government ministries and agencies to ensure all measures are geared towards the promotion of the public buildings and facilities subsector, and are in line with the national public buildings and facilities policy.

The NPBFA will administer and evaluate compliance with the public buildings and facilities policies, guidelines, standards and criteria throughout the government. The Authority will promote and regulate the subsector, review and comment on legislation, and provide best practices to government agencies. It will be responsible for guiding government agencies on the requirements of the laws and on all statutes that direct the construction, utilization and management of government-owned public buildings and facilities. NPBFA will advise MoFEA (budget and aid co-ordination offices) who will, in turn, liaise with donors and development partners on budgets, capital and investment requirements for constructing new and maintaining existing assets. It will also advise MOFEA (PIU) on inventory and physical condition of national public buildings and facilities, decommissioning assets at end-of-life cycles, and on all matters relevant to proper financial administration of NPBF. The NPBFA will liaise with PMO to determine the government requirement for office and residential space and arrange supply in line with available budgets.¹⁶

In executing these tasks, it will collect and disseminate relevant information, monitor the progress of the subsector, examine key technical issues relevant to the subsector, and advise government entities or projects on appropriate structures and procedures in supporting activities in the public buildings and facilities subsector. In all these activities, it will liaise closely with training institutions and construction consultants' and contractors' associations.

The NPBF will be initiated with a core professional staff of 3 or 4, and expand over time only as mandates and performance necessitate. The Unit Authority should be reviewed at Years 4 and 8 of the Policy cycle (or any other appropriate interval) to assess performance and determine need for elaboration or, indeed, contraction. The governing board of the Authority will include PMO, MOFEA, MOLRG and GPPA as well as non-government stakeholders¹⁷ The NPBFA will be accommodated at any campus deemed suitable by MoTWI and GoTG.

The Department of Technical Services

¹⁵ Previous versions of the report proposed a NPBF "Unit" as opposed to NPBF "Authority".

¹⁶ In the medium term, the Authority will arrogate the role of CORA in guiding the supply of national public buildings and facilities for offices and quarters to meet government need through new construction or rehabilitation of the existing stock of infrastructures.¹⁶

The DTS will manage the implementation aspects of the NPBF and fulfil a critical technical role currently non-existent in public procurement related to civil works including national public buildings and facilities. The department will provide competent engineering inputs for project preparation, design, construction, operate and maintenance. Numerous government agencies such as the Ministries of Agriculture and Health presently implement significant volumes of civil works projects with minimum in-house engineering competence. DTS has requisite engineering and civil works expertise -- latent or actual -- to assist government agencies, particularly ministries without in-house civil works capacity, fulfill engineering requirements of public buildings and facilities projects at all stages.¹⁸ DTS will guide ministries and other agencies through these procedures and ensure that outputs at every stage are fully compliant with NPBF requirements. It will have the responsibility to inspect and inventory NPBFs, furnish technical reports, and manage maintenance activities as identified by PMO and government agencies, rationalized by the NPBFA, and budgeted by MoFEA. Strategies for managing new design, refurbishment and maintenance will include outsourcing.

4.3.2 Ministry of Finance and Economic Affairs

MoFEA has overall responsibility for government finances and it oversees donor assistance and private sector investments in the public sector, including PPPs and programs planned jointly with other ministries. In this role, it will ensure that all such programs are consistent with this policy and based on best practices.

PCU will support the MoFEA budget office on public buildings and facilities management issues and *inter alia*, direct and develop guidance to ensure effective utilization of, investment in, and disposal of government public buildings and facilities. GPPA will continue to regulate and monitor procurement activities while DPP will assist government agencies comply with (now expanded) procurement requirements. The PPP Unit (MoFEA) will include plans for new NPBF construction in the portfolio of projects proposed for implementation under PPP arrangements. The Aid Co-ordination directorate will track funds invested in various components of the NPBF, and include assessment of aid flows within the subsector in their national quarterly review meetings.

4.3.3 Ministry of Lands and Regional Government

MLRG, via the Physical Planning and Housing Department, has the responsibility for preparing maps, zoning land uses, vetting applications for development control permits and monitoring on-going construction activity on sites.

Public buildings are defined by function and by location in areas zoned for public use (see Annex 1.3). Consequently, the efforts and success of PPHD (physical planning) in managing land-use to meet development requirements and in delineating planning areas will impact the provision of national public buildings and facilities. An efficient system for updating and processing changes to land-use is required both to ensure they reflect the current reality and to meet future development requirements including ensuring availability of land for public buildings and facilities

With enactment of the NPBF, codes and standards will expand significantly to include improved technologies, reduced environmental impacts, reduced energy consumption, better water conservation, improved access for PWDs, better security, health and safety, and numerous other considerations. The responsibilities of the PPHD (development control) will widen and deepen against a backdrop of persistent difficulties in retaining professional staff. Significant streamlining of these

¹⁸ It is noted that current GPPA regulations assert that government agencies are responsible, *inter alia*, to: i, determine adequacy of qualifications and capacities of bidders; ii, establish that bidders have the technical, financial, legal and ethical capacity and requisite financial resources, tools & equipment, management and experience to implement projects; iii, ensure that prepared technical specifications clearly describe agency requirements, and iv, ensure that designs, drawings and other documentation are professionally executed by consultants. These provisions are predicated on an assumption that contract committees are established in all government agencies, supported by "specialized" procurement units staffed with competent engineers and others. If necessary, expertise can be shared among multiple agencies.

This technical competency in the form of SPUs is generally not available to most government agencies with possibly MOBSE as the exception.

activities is necessary to establish parity between the cadre of staff it is able to recruit and the technical requirements of the tasks the unit handles.

It is proposed that applications for development (construction) permits are divided into two categories of buildings: simple/residential and complex/public.¹⁹ Issuance of development permits for both categories of facilities will remain within MoLRG purview. Category II applications for complex/public buildings would however, require vetting and “signing-off” by the NPBF Authority.²⁰

Category 1 applications for “simple/residential buildings” will be assessed on such criteria as property title, compliance with designated land-use, public health and fire requirements, and so on. Fortunately, the UTG School of Engineering currently offers a bachelor’s degree program that embraces community planning, environment and architectural design, construction, etc., at the para-professional level. If the program is developed to allow students to “major” in relevant and key areas (land-use planning, environmental design, residential design and construction, etc.), graduates will be competent to handle the processing of this category of application, and the program will offer a steady supply of qualified personnel to DPPH. Indeed, it already does.

Inevitably, following enactment of the NPBF, codes and standards for technical design and construction will widen and deepen; the attendant competencies required for proper technical evaluation will expand. Therefore, while PPHD will also screen Category 2 applications on title, land-use and other basic criteria, these will be forwarded to the NPBF Authority for detailed technical assessment of architectural and engineering design (specifications, construction technology, structural integrity), environmental impact (energy consumption, water conservation), facility safety and security, access for PWDs, adherence to CPs and so forth.²¹

4.3.4 Other Government Ministries and Agencies

Provision of public buildings and facilities appear as a component in a large number of government programs and projects principally in the health and education ministries but also in agriculture, trade, finance (GRA) and others. It is the responsibility of each of these entities to ensure that the design and implementation of their programs is in accord with the NPBF and aligned with best practices. These entities will consult with NPBF on the consistency of programs with the policy and related technical issues, and work with DTS to ensure full compliance.

All government and agencies in the legal and regulatory framework of the NPBF will ensure that they fulfil their obligations under the Policy.

4.4 Supervisory bodies

4.4.1 National Assurance Quality and Accreditation Authority (NAQAA)

Interventions in tertiary and higher education institutions will be channeled through NAQAA, the supervisory body charged with licensing, registering and accrediting such institutions in the country. NAQAA has developed the Gambia Skills Qualifications Framework that sets out a national policy for development of skills standards and qualifications for the Technical and Vocational Education and Training sector. This will be the basis for developing the verification system for standards of workmanship in the NPBF subsector.

4.4.2 The Gambia Standards Bureau (TGSB)

TGSB will establish national standards for building materials and set-up a verification system (inspection, testing and certification) for such materials. TGSB will set as priorities in its work program, the development of standards in the PBF subsector as suggested by government agencies. Where standards are developed in that respect, they will be regarded as “technical regulations” and therefore mandatory in order to protect health, environment and public safety. It will oversee the setting-up of

¹⁹ These categories will be more clearly defined by MoLRG.

²⁰ The proposed *modus operandi* is similar to the erstwhile MoLRG committee for complex buildings.

²¹ DPPH has in the past applied various strategies to dealing the problematic issue of maintaining a capacity for evaluating complex buildings. The recruitment of professionals (engineers, others) to such positions has generally been short-lived and unsuccessful while a technical committee set-up for such evaluation is no longer active.

testing laboratories by tertiary training institutions, MOTWI, and others.

4.5 Support institutions

4.5.1 Gambia Association of Contracting Consultants (GACSUL)

GACSUL is potentially a cost-effective vehicle for government's direct assistance to consulting firms and individuals in the various construction professions and trades.

The association could assist in analysing and disseminating policies and regulations affecting public buildings and facilities; organizing consultative workshops; and issuing position papers on the policies and legislation that affect public buildings and facilities.

It can also organize meetings for members; define and monitor performance standards and norms; and generally maintain member relations.

4.5.2 Gambia Association of Contracting Contractors (GACCON)

Similar to GACSUL, GACCON can be a cost-effective conduit for government interventions in support of contracting firms and individual trades within the industry.

4.5.3 Professional and Trades Associations

The professional associations of architects, engineers and surveyors, and the Federation of Gambian Building Construction Workers is a good entry point for programs targeted at individual professions and trades within the industry.

4.5.4 Technical Training Institutions (TTIs)

TTIs will provide training and technical assistance to government employees, consulting and contracting firms, but on a more demand-driven and financially sustainable basis.

4.5.5 Research Institutions (RIs)

Research institutions will provide facilities for research into new materials based on environmentally appropriate and friendly technologies.

4.5.6 Donors and Projects

Currently, donors are the main sources of capital particularly for targeted interventions. The Government expects all donor programs supporting public buildings and facilities to comply with the NBPPF. Donors will coordinate with each other, with the MoFEA Aid Co-ordination unit, and with the government generally to ensure that their programs embody common standards, and complement other government and donor activities. International donors will ensure that the private sector actors and NGOs they support (and support institutions that promote the development of sustainable PBFs) build indigenous capacity to take over from donors at the end of respective project cycles.

5 The Action Plan, NPBF 2017 – 2026.

Theme 1: Improving the policy, legal and regulatory framework

Strategy	Action	1st responsible	2nd responsible	Time
1.1 Building the capacity of the Government Agency in charge of coordinating the NPBF policy	Budget, Create, equip and staff a structure, "a public buildings and facilities authority" within the Ministry of Transport, Works and Infrastructure which will be responsible coordinating implementation of the NPBF	MoTWI	MoFEA, PMO	ST
	Establish and implement a training program for the staff of the public buildings and facilities authority in order to enable it to carry out its role of coordinating body for the implementation of the NPBF.	MoTWI	MoFEA, PMO	ST
1.2 Drafting, enactment and implementation of the NPBF Act	Draft a NPBF Bill, invite key sector stakeholders to conduct a thorough analysis of the draft in order to gather feedback on the bill's coverage of regulations governing the public buildings and facilities subsector, including guidelines for minimum requirements for building sustainability.	MoTWI	MoLRG, MoJ	ST
	Finalize the NPBF bill, including the guidelines on minimum requirements for sustainability of buildings, and move to enact.	MoTWI	MoJ	ST
	Promote the NPBF law and inform the public buildings and facilities subsector on the process of how to deal with minimum requirements for sustainability of buildings	MoTWI	MoLRG	ST
1.3 Updating of all Acts and regulations governing the construction, maintenance, and use of public buildings and facilities	Update the Physical Planning and Development Control Act 1991, Physical Planning Standards and Guidelines, Development Control Regulations 1995, Land Acquisition Act, The State Lands Act, The Survey Act together provide a global framework for the construction, maintenance and use of public buildings and facilities. Review and harmonize NEMA and NDMA.	MoTWI	MoLRG, MoFEA, MoHSW, MoJ	ST
1.4 Formulation of New Policies and Codes	Develop Land and Land-Use Policies	MoLRG	MoA, MoFECCNR, MoTWI	MT

Strategy	Action	1st responsible	2nd responsible	Time
Theme 2: Providing a framework to develop, promote, and assess compliance with management policies and regulations for effective stewardship of government public buildings and facilities including reducing energy utilization and carbon emissions, and protecting and conserving water in government public buildings and facilities.				
2.1 Formalizing the roles of MoTWI, MoLRG and MoFEA in the provision of sustainable government public buildings and facilities	Reach a consensus on the roles of MoTWI, MoLGR and MoFEA and the required resources in the regulation and management of the government-controlled public buildings and facilities subsector, respectively; and their involvement in projects supporting the public buildings and facilities subsector.	MoTWI	MoFEA, MoLRG	ST
	Draft and formalize a "delivery structure", in alignment with sustainability guidelines, for government-controlled public buildings and facilities.	MoTWI	MoFEA, MoLRG	ST
	In line with the formalized "delivery structure", build the regulatory and management capacities of MoTWI, MoFEA and MoLRG, respectively	MoTWI	MoFEA, MoLRG PMO	ST - MT
2.2 Establishing performance requirements for sustainability in government public buildings and facilities	Establish government-wide performance requirements in urban and regional planning, architecture and interior design, structural and mechanical engineering, electrical engineering and energy, fire protection, health and safety, and the external environment) in the design, construction, operations and maintenance for sustainability in government public buildings and facilities.	MoTWI	MoFEA, UTG, GAW GACSUL, GACCON	ST - MT
2.3 Developing and implementing government-wide programs to reduce energy utilization and carbon emissions, and protect and conserve water in public buildings and facilities	Develop programs to reduce energy consumption and increase production of energy from renewable sources, reduce the use of water and promote water conservation in government public buildings and facilities in order to reduce the environmental impact of its public buildings and facilities.	MoTWI	MoFEA, MoEP, MoFWRNAM, UTG	ST - MT

Strategy	Action	1st responsible	2nd responsible	Time
Theme 3: Realizing “best value for money” in the provision and management of government public buildings and facilities.				
3.1 Providing technical training for civil servants working on the delivery of public buildings and facilities	Train civil servants on technical and management courses by concluding performance-based contracts with training institutions, capacity building consulting firms	MOTWI, MoFEA	MoLRG, PMO	ST - MT
	Within capacity building, pay special attention to areas related to quality assurance, health and safety, project management, contracts management and the different procurement methods available for infrastructure	MoTWI	PMO	ST - MT
3.2 Engaging the private sector in project formulation, design studies, construction and commissioning of public buildings and facilities	Reach consensus on the need for the private sector to support the government in project formulation, design studies, construction and commissioning of public buildings and facilities.	MoFEA	MoTWI	ST - MT
	Draft the "rules of engagement" between government and the private sector.	MoFEA	MOTWI, MOJ	ST - MT
	In line with the "rules of engagement" issue government-wide guidelines for engagement of private sector firms in government contracting for NPBF	MoFEA	MoTWI, MoJ	ST - MT
3.3 Establishing a verification system for standards of construction materials	Draft the verification system for standards for materials	TGSB	MoTWI, GAW	ST - MT
	Establish a fully-fledge construction materials testing laboratory, and provide training on the use and application of standards	TGSB	MoTWI, GAW, GACSUL & GACCON	ST - MT
3.4 Establishing a verification system for standards of quality of workmanship in the construction industry	Draft the verification system for standards for workmanship.	TGSB	NAQAA	ST - MT
	Establish a trade competency accreditation system for workpeople in the public buildings and facilities	TGSB	MoTWI, GAW, GACSUL & GACCON	ST - MT
e3.5 Establishing a system for Planned Maintenance in government public buildings and facilities.	Develop a framework for government PFB maintenance planning and implementation, and assign roles and responsibilities to the stakeholder agencies, including management of the planned maintenance	MoFEA	MoTWI/GAW	ST - MT
3.6 Developing Code of Workmanship, and Code of Practice for Health and Safety in Construction	Develop codes, invite stakeholders for validation, and enact	TGSB	MoHSW, MoJ	ST - MT

Strategy	Action	1st responsible	2nd responsible	Time
Theme 4: Strengthening of public buildings and facilities support structures.				
4.1 Strengthening of the broad range of training institutions	Establish database of all training institutions	NAQAA	GACSUL, GACCON	ST
	Determine the skills and competency needs of the construction industry	NAQAA	GACSUL, GACCON, GAW	ST
	Convene a meeting a meeting with training institutions to agree to work together on aligning the needs of the construction industry: skills and competencies	NAQAA	GACSUL, GACCON, GAW	ST
	Encourage training institutes to properly plan for the success of their operations by identifying sources of revenue, given revenue, given the customer base, by identifying sources of revenue, courses of instruction, and details of financing	NAQAA	Training institutions	ST- MT
4.2 Strengthening the research centers	Establish database of all research centers	NAQAA	GACSUL, GACCON	ST - MT
	Determine the skills and competency needs of the construction industry	NAQAA	GACSUL, GACCON, GAW	ST
	Convene a meeting with research centers to agree to work together on aligning the needs of the construction industry: materials and technology	NAQAA	UTG, RDI, GTTI	ST
	Encourage research centers to properly plan for the success of their operations by identifying sources of revenue by identifying sources of revenue, courses of instruction, and details of financing	NAQAA	UTG, MDI	ST-MT
4.3 Strengthening the construction consultants' and contractors' associations	Assist GACSUL and GACCON to further define their roles and responsibilities in supporting their members in line with NPBF policy	MoTWI	GACSUL, GACCON, GAW	ST - MT
	GACSUL and GACCON to develop strategic plans and budgets to carry out their respective roles and responsibilities in line with the NPBF policy	MoTWI	GACSUL, GACCON, GAW	ST - MT
	Conduct activities on strengthening capacities of GASUL and GACCON to enable them carry out their roles and responsibilities	MoTWI	GACSUL, GACCON, GAW	ST - MT

Strategy	Action	1st responsible	2nd responsible	Time
Theme 5: Capacity building for the consulting and contracting firms engaged in the design, construction, maintenance of public buildings and facilities				
5.1 Providing in-office, hands-on training for construction firms	Encourage institutional capacity building of contracting firms through on-going training of management staff by concluding performance-based contracts with training institutions	MoTWI	GACSUL, GACCON, GAW	ST - MT
	Within capacity building, pay special attention to areas related to pricing and bidding, site management, and business management	Training Institutions	GACSUL, GACCON, GAW	ST - MT
5.2 Providing technical training specifically designed for Clerks of Works, Site Agents, and other identified areas of need in the PBF subsector.	Encourage capacity building of employees of contracting firms through on-going technical and management training by concluding performance-based contracts with training institutions and capacity building and training consulting firms	MoTWI	GAW, GACSUL, GACCON	ST - MT
	Within capacity building, pay special attention to areas related to quality assurance, site management, and health and safety in construction	MoTWI	GACSUL, GACCON, GAW, consulting and contracting firms	ST - MT

Strategy	Action	1st responsible	2nd responsible	Time
Theme #6: Monitor and evaluate development of the Public Buildings and Facilities Sub-sector				
6.1 M&E development of the Public Buildings and Facilities Sub-sector	Conduct a baseline survey on the current characteristics of NPNFs. The baseline survey should be conducted in accordance with international best practices and should include both a treatment and a control group.	NPBFC	NPBFA	ST
	Publish results of baseline survey during the biennial NPBF review meetings	NPBFC	NPBFA	ST-MT
	Conduct end-line survey, applying the same methodology as base-line survey to assess the impact of public buildings and facilities policy at client-level.	NPBFC	NPBFA	
	Publish the results of the end line survey during the last biennial NPBF review meetings	NPBFC	NPBFA	LT
6.2 Implementing the National Public Buildings and Facilities Policy	Establish a National Public Buildings and Facilities Committee, chaired by MoTWI, for monitoring the implementation of the NPBF comprising of high level representatives of the stakeholders in the PBF subsector.	PMO	MoTWI	ST
	The National Public Buildings and Facilities Commission will periodically undertake systematic monitoring and evaluation, to assess the effectiveness and efficiency of the NPBF to the subsector.	NPBFC	MoTWI	ST-MT-LT
6.3 Align other government policies and strategies including aid policy with NPBF	Ensure that the policies and strategies of other government entities and donors/investors are in line with the NPBF. In this respect, attract international donors in order to initiate programs which reinforce the NPBF strategies.	MoFEA	NPBFC	ST
6.4 Establish regular biennial meetings for reviewing progress of the NPBF	Conduct biennial review meeting on NPBF implementation in order to review progress, adjust strategies where necessary, and to share best practices and success stories	NPBFC	NPBFUA	ST-MT-LT

6 Communication strategy

6.1 Approach to Communication

In order for the NPBF to be successfully implemented it is essential to have a well laid out awareness campaign and associated communication strategy. This communication strategy should have two broad audiences: targeted stakeholders on the one hand and the general public on the other.

The awareness campaign serves two critical objectives. First-of-all, effective communication of the contents of the NPBF to all stakeholders is critical to attain the necessary stakeholder buy-in. This applies to stakeholders at the macro-, meso- and micro-levels. Secondly, at end-consumer level, the communication strategy serves to sensitize and inform the wider public about sustainability in public buildings and facilities.

For both audiences, the communication strategy will specify the message to be conveyed (what should be said), the communication channel (how to say it) as well as responsibility for sending the message (who says it). The responsible body for defining the content (i.e. the message) to be conveyed is the coordinating body of the NPBF. The content of the communication strategy flow from the NPBF strategies described in this document.

6.2 Communication strategy at stakeholder level

It is important that the coordinating body of the NPBF inform all stakeholders on the contents of the strategy and stakeholders' respective roles and responsibilities. To this end, the NPBF should be widely publicized. Prior to publication, all stakeholders should have endorsed the NPBF to ensure wide-ranging buy-in.

To a certain extent, this commitment is already achieved since the stakeholders have been part-and-parcel of the development of the NPBF. However, a formal launch, by means of a National Public Buildings and Facilities Workshop, of the NPBF is important. It should be noted, and this links up with communication at the level of the general public as the national media would be fully briefed on the NPBF for effective coverage of the launching.

At stakeholder level, information packages would be compiled informing various actors of (i) their roles and responsibilities, (ii) how to implement these roles and responsibilities, and (iii) the kind of support they can expect, from whom and at what price. These information packages should be as specific as possible.

Finally, it is important that during the 2017 – 2026 NPBF implementation period stakeholders are briefed regularly on progress. To this end, the NPBF will be responsible for organizing biennial NPBF workshops.

During those workshops, progress on implementing the strategy and achieving NPBF objectives will be discussed and systematically documented. Furthermore, success (and indeed failure) stories on improved portfolio performance, energy savings, developed new building materials and technologies and diversified sources of funding, among others, will be shared. The biennial workshops will also aim at capacity building of consulting and contracting firms, and training and research institutions, as international resource persons will analyze best practices and success stories.

In summary, the NPBF communication strategy at stakeholder level calls for:

- Involving stakeholders in the formulation of the NPBF.
- Launching the NPBF at a National Public Buildings and Facilities Workshop.
- Informing journalists on how to report on the NPBF in the national media.

- Developing of information packages for PBF practitioners.
- Organizing biennial workshops on NPBF implementation.
- Compiling and publishing of NPBF implementation success stories.

6.3 Communication strategy at the level of the general public

In addition to informing stakeholders, there is a need to raise awareness for sustainability in public buildings and facilities at the level of the general public. In this respect, the NPBF will decide on a coherent message to be conveyed to the public.

To a large extent, this message is determined by the NPBF-principles; in particular those principles closely related to the roles and responsibilities of the stakeholders themselves. The communication strategy will also call for a better maintenance culture.

Although the message to be conveyed to the public will be determined by the principles described above, it is important to establish level of present stakeholder awareness prior to deciding on the message specifics.

Once the message is defined in detail, the services of a professional marketing firm should be procured to translate the messages into a communication package. This company, given the available PR-budget, would advise the NPBF on the most efficient and effective manner of phrasing the message and on the appropriate communication channels, possibly a mix of radio programs, television spots, posters and theater plays. The marketing company will also be responsible to prepare press-clippings for distribution to national media broadcast bodies in order to ensure journalists convey the right message on the need for sustainability in public buildings and facilities. That is, the message journalists send out should correctly state the goals, objectives and principles of the NPBF.

Finally, towards the end of the campaign – and in line with the NPBF general monitoring strategy – the effect of the awareness campaign on public perceptions regarding the need for sustainability in public buildings and facilities should be re-measured and compared with findings from the initial study undertaken at the start of NPBF implementation.

In summary, the NPBF communication strategy for the general public calls for:

- The NPBF Committee and Authority to decide on a message regarding encouraging savings in energy consumption, etc.
- A study to identify possible public misperceptions or communication bottlenecks in the sustainability of public buildings and facilities.
- The selection of a marketing firm to develop the PR-package (including the choice of channels).
- The launch of the PR-campaign.
- Monitoring of effect of the campaign.

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Annexes

