



# Combined Project Information Documents / Integrated Safeguards Datasheet (PID/ISDS)

Appraisal Stage | Date Prepared/Updated: 15-Apr-2020 | Report No: PIDISDSA28440



**BASIC INFORMATION**

**A. Basic Project Data**

Country Gambia, The	Project ID P173161	Project Name Gambia Electricity Restoration and Modernization Project - Additional Financing	Parent Project ID (if any) P163568
Parent Project Name Gambia Electricity Restoration and Modernization Project	Region AFRICA	Estimated Appraisal Date 23-Mar-2020	Estimated Board Date 01-Jul-2020
Practice Area (Lead) Energy & Extractives	Financing Instrument Investment Project Financing	Borrower(s) Ministry of Finance and Economic Affairs	Implementing Agency National Water and Electricity Company NAWEC

Proposed Development Objective(s) Parent

The Project Development Objectives are to (i) improve the operational performance of the Project Implementing Entity; and (ii) improve the capacity of the Project Implementing Entity to dispatch variable renewable electricity.

Components

- On-grid solar PV with storage
- Transmission and distribution (T&D) restoration and modernization
- Urgent institutional support for sector turnaround
- Urgent actions to address the water crisis

**PROJECT FINANCING DATA (US\$, Millions)**

**SUMMARY**

<b>Total Project Cost</b>	43.00
<b>Total Financing</b>	43.00
<b>of which IBRD/IDA</b>	43.00
<b>Financing Gap</b>	0.00

**DETAILS**

**World Bank Group Financing**



International Development Association (IDA)	43.00
IDA Grant	43.00

Environmental Assessment Category

**B-Partial Assessment**

Decision

The review did authorize the team to appraise and negotiate

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Other Decision (as needed)



## B. Introduction and Context

### Country Context

- 1. The Gambia is a fragile country experiencing a major political and economic transition following a 22-year long autocratic rule that left the country impoverished and highly indebted.** The country is ranked the 47<sup>th</sup> most fragile country out of 178 countries in the Fragile States Index in 2019, scoring particularly low on the state of its economy, human flight and brain drain, state legitimacy, and human rights. There are multiple drivers of fragility at play: institutional weaknesses, weak public-sector governance, inequitable and poor quality of public services, a challenging macro-fiscal situation, and vulnerability to exogenous shocks. Poverty remains stubbornly high and is associated with poor endowment in human capital and assets. Due to poor macroeconomic performance and lack of growth in per capita income, the proportion of the population living in poverty—measured using the national poverty line—remained unchanged between 2010 and 2015, at about 48 percent.<sup>1</sup>
- 2. Three years into the transition, the Government of The Gambia (GoTG) has put in place foundations for democracy.** Following 2017 Parliamentary elections, local elections were conducted in April 2018. The GoTG has allowed for a free press, rejoined the Commonwealth, and rebuilt relations with Senegal and international financial institutions. It also adopted a medium-term National Development Plan (NDP) 2018-2021 in February 2018 for more inclusive and private sector led growth and gathered donor pledges of approximately US\$1.7 billion in support of the plan during a roundtable in May 2018. The most recent Annual Progress Report on implementation of NDP for 2018 shows significant advances in key areas such as transitional justice, macroeconomic reforms and performance, stabilization of government finances, youth empowerment, and tourism. Going forward, there is a need to put in place robust, functional, inclusive and effective institutional arrangements to ensure the NDP's smooth implementation.
- 3. The Coronavirus (COVID-19) pandemic could have a severe impact on the economy through disruption of tourism and related services as well as possibly weakened remittances, though lower oil prices will be a benefit, including for the electricity sector.** The recent COVID-19 outbreak is expected to dampen the near-term growth outlook of The Gambia (see Box 1 for the COVID-19 scenario). The proposed activities include measures in the energy and water sector to support the GoTG response to COVID-19. Additional financing is also being mobilized by the IMF, the Bank, and other donors to mitigate the macroeconomic risks from the COVID-10 pandemic.

#### Box 1: Economic Implications for The Gambia of the COVID-19 Pandemic

**The ongoing COVID-19 pandemic is posing a major threat to the global economy and financial markets.** While the crisis is still unfolding, global growth prospects are constantly downgraded, oil prices continue falling, financial markets dipping, and strict travel restrictions imposed. Tourism and travel-related industries are the hardest hit as major economies impose sweeping containment measures. The Gambia's vulnerability, being a tourism-dependent economy, to the impact of the pandemic is high. The Gambia has limited fiscal and monetary policy buffers to respond counter-cyclically to a potential downturn, given high risk of debt distress, elevated inflation and modest foreign reserves.

**The main transmission channels through which external shocks would spill over into the domestic economy in The Gambia are fourfold.** First, the tourism sector, which represents roughly 10 percent of GDP and drives overall economic performance, would be affected by travel restrictions in Europe - The Gambia's largest market. Tourist arrivals for 2020 are estimated to decline by almost half compared to 2019. This will negatively affect tourism-related services and industries. The second channel is related to remittances that originate mainly from the Euro Area. As the economic crisis deepens in Europe, these remittance inflows are likely to dry up. Lower foreign



private inflows will also cause delays in construction activities. Third, on the upside, as a net oil importer, lower oil prices would improve The Gambia's terms of trade and support growth, fiscal and external balances. Fourth, The Gambia has weak trade and investment links with China, but it substantially depends on imports from the Eurozone which could cause negative price and supply disruption effects in the short-term. These disruptions will also delay implementation of public investment program. In addition, its agricultural commodity exports may experience a price decline given subdued demand in the Eurozone. Real GDP growth is expected to decline to 4.4 percent in 2020 but would rebound to 6.0 percent the year after as the global economy starts to recover. While it is possible that growth could decline even further, it is worth noting that The Gambia held up well in the aftermath of the 2008 global financial crisis.

**External and fiscal accounts would deviate from the baseline while inflation is expected to remain elevated.**

The external current account deficit is expected to remain high – albeit lower than the baseline - as the trade balance widens owing to lower tourism receipts and trade disruptions despite lower oil prices and as remittances decline. The deficit would be financed by FDI (though lower) and additional financing. On the fiscal front, domestic revenues would decline by almost one percent of GDP as tourism-related revenues and import duties on oil weaken. However, a travel ban on public officials, cancellation of official conferences, workshops and gatherings, and reduced subsidy needs for NAWEC (due to lower oil prices) could generate savings that could be reallocated to cover part of the COVID preparedness cost and for priority social spending needed in the face of declining household incomes. The fiscal deficit would, nonetheless, deteriorate by 0.9 percent of GDP in 2020 relative to the baseline. Inflation is expected to remain elevated in 2020. As domestic financial conditions tightened marginally, the central bank reduced the policy rate by 50 basis points (to 12 percent) and increased the overnight deposit rate by 50 basis points (to 3 percent) on February 27.

**The government has prepared a US\$9 million National COVID19 Preparedness and Response Plan.** Designed with the help of development partners, this plan aims to equip testing facilities, make quarantine and medical confinement arrangements, and train medical and border staff. The government is seeking donor support to fund this plan. In response: (i) the World Bank has approved the Gambia COVID19 preparedness and response project for US\$ 10million to finance the health response partially financed from the fast track facility and partially from the country's IDA18 allocation; (ii) China has mobilized a medical team, and offered ambulances and medical supplies; (iii) WHO has donated medical and personal protective equipment; and (iv) the International Office of Migration has stepped up screening support for border patrol agents. Discussions are ongoing to mobilize support from other donors.

**The Government has begun taking resolute containment measures.** On March 17, 2020, the country registered its first imported case of COVID. Eight other cases (including one death) have been confirmed since then. From late January 2020 onwards, the authorities introduced temperature screening at the Banjul Airport. Since March 2020, all international travel by public officials has been suspended, flights from 14 European countries have been suspended, and mandatory quarantine enforced on persons travelling from 47 countries. Starting March 18, schools have been closed and all public gatherings (including open markets) have been suspended for three weeks. Court and National Assembly proceedings have also been suspended and restaurants and bars have been closed until further notice. Effective March 23, The Gambia has closed its only border with Senegal and its airspace except for movement of essential services and for medical cargo flights. On March 19, the President approved the Emergency Fund for Coronavirus Response (GMD500 million) to finance prevention and response actions for national health system, and a State of Emergency introduced on April 1, 2020 for 45 days.

**Table B.1: Macro Outlook (adjusted for COVID)**  
*(Percent of GDP unless otherwise indicated)*



	2017	2018	2019e	2020f	2021f	2022f
Real GDP growth (percent change)	4.8	6.5	6.0	4.4	6.0	5.5
Inflation (percent change)	8.0	6.5	7.1	6.7	6.0	5.5
Current Account Balance	-7.4	-9.7	-5.3	-8.2	-9.5	-8.9
Fiscal Balance	-5.0	-6.2	-2.6	-2.6	-2.0	-1.7
Public Debt	87.0	86.6	82.5	77.7	71.2	67.2
Primary Balance	-0.2	-3.0	0.6	0.2	0.6	0.5

Source: World Bank staff estimates based on global assumptions prepared by DEC PG on March 20, 2020.

## Sectoral and Institutional Context

### Electricity Sector Context

4. **The energy sector has registered solid improvements in supply and efficiency, representing positive first steps in sector reform.** Power supply has been stabilized under the new government. Available generation in the Greater Banjul Area (GBA) increased from 27 MW in October 2017 to 80 MW in October 2019, sufficient to meet peak demand of 70 MW. This capacity expansion was achieved in part through the support of the World Bank as well as energy imports from Senegal. In parallel, the National Water and Electricity Company (NAWEC) implemented a number of short-term measures to improve grid stability. Taken together, these measures helped to increase power supply from 2-3 hours per day in October 2017 to almost 24/7 power in October 2019. In addition, NAWEC has been aggressively tackling Transmission and Distribution (T&D) losses, supported through the prepayment meters financed by the World Bank, which helped to reduce network losses from 25 percent in 2014 to 19 percent in 2019, which is a significant improvement.

5. **To make electricity affordable and NAWEC financially viable, the emergency roadmap developed in 2017 aimed to diversify the energy mix and promote a shift towards more affordable electricity imports and renewable energy.** Currently, The Gambia relies on heavy fuel oil (HFO) for all of its electricity consumption, meaning that the cost of service of electricity is heavily dependent on global oil prices and subject to price shocks. Global oil prices have increased by 24 percent in 2017 and by an additional 39 percent increase in 2018 relative to 2016. In response, the GoTG seeks to add 40 percent of renewable energy by 2025 and complement that with electricity imports from the emerging regional power market. By 2021, The Gambia will be connected to Senegal through a high voltage interconnector, and to Guinea and the wider West Africa Power Pool (WAPP) by 2022. Once completed the *Organisation pour la mise en valeur du Fleuve Gambie* (OMVG) interconnector will enable the import of 200 MW of affordable and cleaner energy produced at scale in neighboring countries. Finally, through the parent project, the ECOWAS Regional Access Project (P164044) and other access projects, The Gambia is on track to achieve universal access by 2025, which is five years ahead of the target set out in the Sustainable Development Goals. The 2020 roadmap currently under preparation will provide an opportunity to review demand forecast, and goals on energy security and renewable energy.

### Water Sector Context



6. **The Gambia is endowed with ample water resources whose economic value is not fully exploited.** About 11.5 percent of The Gambia's surface area is covered by water and 20 percent is considered as wetland. Virtually all of the drinking water is derived from groundwater. The transboundary Gambia River flows through The Gambia and its basin fully covers the country, but the water is too saline to exploit. The River basin is managed by the OMVG, which was established in 1978 and manages several river basins among the riparian countries: Senegal, The Gambia, Guinea-Bissau and Guinea. The economic use of the water resources remains limited despite their abundance. As for groundwater, many of the wells in Greater Banjul are drilled without a clear understanding of the hydrology of the area, such as the quality of the water and the sustainability of the source. No authority is clearly responsible for monitoring boreholes and sanctioning illegal wells. While the Department of Water Resources within MFWR is responsible for monitoring groundwater resources, it does not have the resources to do so.

7. **Urban water supply, which is under NAWEC's responsibility, is in crisis.** In urban areas, about 69 percent of the population has access to safely managed water, but the quality of services is weak due to frequent service outages, with some neighborhoods not receiving water for days, weeks or even months at a time. Preoccupied by emergency measures to contain the water cuts, NAWEC has not been able to extend services in urban areas at a time when urbanization has been growing at a rate of 4.5 percent a year between 2000 and 2017, and many areas still lack access to water. In addition, water quality is a challenge in terms of high levels of nitrates, iron and salinity in drinking water. Drinking water salinity is expected to further increase due to climate change and the consequent rise in sea level.

8. **While there are several promising initiatives, together these are not enough to address the scale of the water challenge.** For instance, NAWEC's current service contract has had a positive impact on the electricity side of the utility but did not include water in its original scope. There is an opportunity to include some cross-cutting actions that could have a positive impact on the water business, drawing on the current framework with electricity. Moreover, the legal framework is currently being updated and could bring important clarity concerning roles and mandates across different sector institutions, including a licensing regime for wells and provide the legal foundation for other crucial water sector policies. As of November 2019, the revised Water Bill was drafted and awaiting review in the Cabinet.

### C. Proposed Development Objective(s)

#### Original PDO

The Project Development Objectives are to (i) improve the operational performance of the Project Implementing Entity; and (ii) improve the capacity of the Project Implementing Entity to dispatch variable renewable electricity.

#### Current PDO

The PDO remains unchanged. The description of the water activities has been updated to reflect the proposed investments in the water sector.



## D. Project Description

### Parent Project 's components

9. **Component 1 (On-grid solar PV with storage – US\$28.4 million of which IDA grant US\$1.7 million, EIB credit US\$26.7 million).** This component finances the preparation, financing, construction and three years of operation of a greenfield 20 MW solar PV plant with the potential inclusion of a battery electricity storage system to adapt output to the demand profile and minimize grid absorption concerns.

10. **Component 2 (T&D restoration and modernization – US\$77.3 million of which IDA grant US\$25.1 million, EIB credit US\$33.6 million, and EU grant US\$18.6 million).** The component finances T&D upgrades needed to (i) absorb additional generation capacity; (ii) prepare for future capacity expansion through OMVG and other projects in the pipeline; (iii) reduce T&D losses and power cuts; (iv) extend distribution network throughout the country; and (v) enable future grid extension.

11. **Component 3 (Urgent institutional support for sector turnaround – US\$15.8 million of which IDA grant US\$14.3 million, counterpart funds US\$1.5 million).** Activities include a three-year Service Contract, which started in 2017 to strengthen the utility's technical, financial and managerial capacity; a new IT system to integrate processes and improve internal and external reporting; strategic communication and citizen engagement; strategic studies, capacity building activities and project implementation costs.

12. In order to build on the success of parent project activities thus far and amplify the impact of ongoing investments, AF activities will scale up activities in components 2 and 3, and add a fourth component on water:

#### ***Component 2: T&D restoration and modernization***

- (i) **Financial gap in T&D modernization in the GBA.** a funding gap is expected on the T&D restoration and modernization activity in the GBA which includes a new HV Transmission Line, dispatch center and SCADA system, to facilitate the integration of renewables.
- (ii) **Loss reduction:** Through the support of its SC, NAWEC has developed a loss reduction strategy which targets reductions in aggregate technical, commercial and collection (ATC&C) losses, which will help to reduce Green House Gas (GHG) emissions in The Gambia.
- (iii) **Energy efficiency activities:** Given the strong impacts of the LED bulbs for streetlights financed under the parent project, which have helped to reduce consumption by approximately 60 percent, and positive effect of the energy efficiency communication campaigns, the AF would scale up energy efficiency activities.

#### ***Component 3: Urgent institutional support for sector turnaround***

- (i) **Scale up support for NAWEC turnaround:** The NAWEC restructuring process is underway but its implementation has revealed the need to reinforce the ongoing support to ensure that the reform process is successful. Supported activities would include scale up of the NAWEC Service Contractor and IMS to include water, support for the change management process at NAWEC, and additional support to modernize NAWEC including on its ability to maintain business continuity during the COVID-19 pandemic.
- (ii) **Scale up of strategic studies for energy and water:** The recently launched energy sector roadmap is the key strategic reference point for the energy sector, while a similar reference document is under development for



the water sector.<sup>2</sup> The scale up of activities will include additional strategic studies for NAWEC and the MoPE, for energy and water.

- (iii) **Project management:** Corresponding to the scale up of activities for water and electricity, the AF will finance associated project implementation costs including support to the PIU and scale up of funding for the preparation and implementation of safeguards instruments for activities under the parent project.

**Component 4: Short-term investments to address the water crisis**

- (i) **Supporting NAWEC to develop a Non-Revenue Water (NRW) reduction plan:** the AF will finance the development and implementation of a NRW plan
- (ii) **New connections:** the AF will finance about 5,000 new household connections to extend NAWEC’s customer base.
- (iii) **Rehabilitation of water storage tanks:** this activity will rehabilitate 3 storage tanks in Greater Banjul in order to improve NAWEC’s water storage capacity.
- (iv) **Improving water quality at NAWEC water treatment plants:** the AF will finance measures to remove iron from selected water treatment facilities (including either Gunjur or Bansang or both) in GBA.
- (v) **Energy efficiency measures for NAWEC’s water business:** this activity will entail retrofitting current thermal water power pumps with solar pumps in order to lower NAWEC’s electricity bill and ensure clean backup power in case of service disruptions.
- (vi) **Urgent actions to support the COVID-19 response:** given the crucial role that clean water, hygiene, behavioral practices and sanitation can play in COVID-19 prevention and response, the AF will support GoTG’s response.

**E. Implementation**

Institutional and Implementation Arrangements

13. **The AF will use the same implementation arrangements as the parent project.** NAWEC will be the implementing agency of the GERMP, assuming all fiduciary and reporting responsibilities to the World Bank. To accommodate the AF activities, a full-time water engineer will be recruited to the PIU as well as a gender focal point.

**F. Project location and Salient physical characteristics relevant to the safeguard analysis (if known)**

All AF activities will be conducted on existing NAWEC facilities and public buildings.

<sup>2</sup> The AFD is funding a water masterplan and a sanitation and drainage masterplan that will provide clarity on sector demand, supply and investment needs.



**G. Environmental and Social Safeguards Specialists on the Team**

Ruma Tavorath, Environmental Specialist  
Gina Cosentino, Social Specialist

**SAFEGUARD POLICIES THAT MIGHT APPLY**

Safeguard Policies	Triggered?	Explanation (Optional)
Environmental Assessment OP/BP 4.01	Yes	
Performance Standards for Private Sector Activities OP/BP 4.03	No	
Natural Habitats OP/BP 4.04	No	
Forests OP/BP 4.36	Yes	
Pest Management OP 4.09	No	
Physical Cultural Resources OP/BP 4.11	No	
Indigenous Peoples OP/BP 4.10	No	
Involuntary Resettlement OP/BP 4.12	Yes	
Safety of Dams OP/BP 4.37	No	
Projects on International Waterways OP/BP 7.50	No	
Projects in Disputed Areas OP/BP 7.60	No	

**KEY SAFEGUARD POLICY ISSUES AND THEIR MANAGEMENT**

**A. Summary of Key Safeguard Issues**

1. Describe any safeguard issues and impacts associated with the proposed project. Identify and describe any potential large scale, significant and/or irreversible impacts:

The AF activities are expected to have positive benefits such as improved standard of living and higher possibility of income generating activities due to consistent and reliable electricity services. In addition, the increased supply and access to improved quality of drinking water for low-income households will have positive impacts on health and productivity. The energy efficiency activities will contribute to the reduction of greenhouse gas emissions and other air pollutants. The AF also includes activities to improve the Occupational Health and Safety practices in NAWEC, which will have a positive impact on water and electricity operations.

While the project is not expected to have significant large-scale and irreversible impacts, project activities will have



localized, site-specific impacts which will need to be adequately managed through contractor ESMPs. The AF activities are not expected to increase the environmental footprint of the project since the activities are focused on existing NAWEC facilities e.g. substation upgrades, replacement of incandescent bulbs for LED bulbs; installing bulk and retail meters and some water distribution network maintenance). The civil works associated with the above activities are expected to be small-scale and as such, their impacts will be localized, site-specific and manageable with appropriate mitigation measures. The works related to water connections and maintenance of water tanks etc will also be localized and will not have any impacts on surface or ground water

The AF will support technical and strategic studies for wastewater treatment plant and management of fecal sludge management. The Terms of references for these studies will be done in close consultation with Safeguards specialists to ensure that Environmental and social risks and due diligence are well captured.

The project is also expected to have additional social benefits such as improving gender equality and access to project benefits for women through the Gender Action Plan. In addition, any GBV related risks stemming from both parent and AF activities will be assessed in a GBV Action which includes a GBV-responsive GRM and mapping of services.

As this AF is being prepared under COVID-19 and social distancing measures were instituted by the Government, consultation with stakeholders and beneficiaries has been limited to key NGOs and government agencies/departments. Given the context of the global pandemic, the project will modify consultation to beneficiaries and will reach out to Chiefs and Village Development Committees (VDCs) to via mail/email/phone to solicit feedback while ensuring they underscore the importance of complying with the government's social mitigation COVID019 measures.

2. Describe any potential indirect and/or long term impacts due to anticipated future activities in the project area:  
n/a

3. Describe any project alternatives (if relevant) considered to help avoid or minimize adverse impacts.  
n/a in this AF

4. Describe measures taken by the borrower to address safeguard policy issues. Provide an assessment of borrower capacity to plan and implement the measures described.

The Environmental and Social Management Framework (ESMF) which had been prepared for the parent project has been updated to reflect the new water activities which have been added to the project scope. The scaling up on existing energy activities are already covered under the existing ESMF. The new water activities will have similar small-scale impacts, which mainly require attention to small-scale civil works management; occupational health and safety and waste management - all of which have been identified in the ESMF.

The ESMF provides guidance on how to identify potential adverse environmental and social impacts from project activities, and how to plan, implement and monitor measures to mitigate them. Consultations with the various stakeholders have been adequately conducted and documented. The parent project has established a Grievance Redress Mechanism (GRM) which is functional and will be used for the AF activities. The TOR for a GBV consultant for this project is under development, and the Bank will provide additional capacity support to the PIU on GBV risks, monitoring and mitigation measures, as well as guidance on adapting the GRM to include a survivor-centered GRM. A



grievance resolution committee (GRC), has been set up to address grievances and activities to inform and coordinate with relevant stakeholders to ensure they use or participate in the GRM. This includes community members and a representative of the VDC. The ESMF also includes an updated budget for implementation and monitoring and for commissioning an independent environmental audit.

The institutional capacity to implement the ESMF for the parent project and AF activities is adequate, as the PIU has two Environmental and Social dedicated staff, and an environmental and social technical consultant to provide capacity building and support for E&S staff, and a pending GBV consultant. The implementation arrangements will remain the same for the AF activities.

Terms of references for the technical studies will be prepared by NAWEC technical team, in close consultation with the Environmental and Social specialists and consultant. These TORs will be cleared by Bank, before commissioning of the studies.

Communication on the project with development actors, local authorities, and communities will continue, in order to maximize the social outcomes of the project. Government support to NAWEC and communities will help maximize the social benefit of the project. A Stakeholder Engagement Plan that outlines the communication strategy and message has been prepared and will be revised as necessary.

The updated ESMF has been disclosed in country and on the World Bank website on March 24, 2020.

5. Identify the key stakeholders and describe the mechanisms for consultation and disclosure on safeguard policies, with an emphasis on potentially affected people.

Consultations were held with stakeholders to discuss the water sector activities under the AF, including the National Environment Agency and Department of Water Resources. These consultations covered a range of issues including scope of work, potential impacts, mitigation measures; roles and responsibilities for implementation, monitoring and reporting. However, given COVID-19 and social distancing measures in place by the Government, consultation has been limited to key stakeholders. Given the circumstances, the project will reach out to beneficiaries via community leadership (Chief and Village Development Committees) (VDCs) via mail/email to solicit community feedback. The PIU will underscore in their communications with village leadership the importance of complying with the government's social mitigation COVID019 measures to mitigate adverse impacts on the community.

**B. Disclosure Requirements (N.B. The sections below appear only if corresponding safeguard policy is triggered)**

Environmental Assessment/Audit/Management Plan/Other

Resettlement Action Plan/Framework/Policy Process

Date of receipt by the Bank	Date of submission for disclosure
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"In country" Disclosure

**C. Compliance Monitoring Indicators at the Corporate Level (to be filled in when the ISDS is finalized by the project decision meeting) (N.B. The sections below appear only if corresponding safeguard policy is triggered)**

**CONTACT POINT**

**World Bank**

Christopher Philip Trimble  
Senior Energy Specialist

Dambudzo Josephine Muzenda  
Water Supply and Sanitation Specialist

Manuel Jose Millan Sanchez  
Senior Engineer

**Borrower/Client/Recipient**

Ministry of Finance and Economic Affairs



**Implementing Agencies**

National Water and Electricity Company NAWEC  
Haddy Njie  
Project Coordinator  
hnjie@nawec.gm

**FOR MORE INFORMATION CONTACT**

The World Bank  
1818 H Street, NW  
Washington, D.C. 20433  
Telephone: (202) 473-1000  
Web: <http://www.worldbank.org/projects>

**APPROVAL**

Task Team Leader(s):	Christopher Philip Trimble Dambudzo Josephine Muzenda Manuel Jose Millan Sanchez
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**Approved By**

Safeguards Advisor:	Hanneke Van Tilburg	10-Apr-2020
Practice Manager/Manager:	Charles Joseph Cormier	10-Apr-2020
Country Director:	Elene Imnadze	16-Apr-2020