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**AFRICAN DEVELOPMENT FUND**

**PROJECT : GOVERNANCE REFORM SUPPORT  
PROGRAMME (PARG I) INSTITUTIONAL  
SUPPORT COMPONENT**

**COUNTRY : REPUBLIC OF CHAD**

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## **PROJECT COMPLETION REPORT**

*Date: May 2011*

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## **Currency Equivalents**

*May 2011*

Currency Unit	=	CFAF
UA 1	=	EUR 1.12
UA 1	=	USD 1.59
UA 1	=	CFAF 732.05

## **Fiscal Year**

From 1 January to 31 December

## **Weights and Measures**

1 metric tonne	=	2204 pounds
1 kilogramme (kg)	=	2.200 pounds
1 metre (m)	=	3.28 feet
1 millimetre (mm)	=	0.03937 inch
1 kilometre (km)	=	0.62 mile
1 hectare (ha)	=	2.471 acres
km <sup>2</sup>	=	square kilometre
m <sup>3</sup>	=	cubic metre
m <sup>3</sup>	=	cubic metre
ml	=	linear metre
Mm <sup>3</sup>	=	million cubic metre
m <sup>3</sup> /h	=	cubic metre per hour
l/s	=	litre per second
l/day/inhab.	=	litre per day per inhabitant

## **Acronyms and Abbreviations**

ADB	:	African Development Bank
BD	:	Bidding Documents
COJO	:	Bids Opening and Review Committee
SC	:	Steering Committee
CPAR	:	Country Procurement Assessment Review
CRRA	:	Appeals and Amicable Settlement Committee
CSP	:	Country Strategy Paper
DGMP	:	General Directorate of Public Procurement
EDF	:	European Development Fund
EU	:	Economic Unit
CESRAP	:	Technical Unit responsible for Monitoring the Implementation of Public Administration Reform
HDI	:	Human Development Index
ICB	:	International Competitive Bidding
IEC	:	Integrated Expenditure Circuit
MEP	:	Ministry of the Economy and Planning
NCB	:	National Competitive Bidding

NS	:	National Shopping
OCMP	:	Public Procurement Authority
PIU	:	Project Implementation Unit
PRSP	:	Poverty Reduction Strategy Paper
SDR	:	Special Drawing Rights
SIGASPE	:	Integrated Payroll and Administrative Management System for State Personnel
SIGMP	:	Public Procurement Information and Management System
SL	:	Shortlist
SL/CF	:	Shortlist of Consulting Firms
SL/IC	:	Shortlist of Individual Consultants

## A PROGRAMME DATA AND KEY DATES

### I. BASIC INFORMATION

Project Number: SAP : P-TD-KFO-003	Project Name: Governance Reform Support Programme (PARG) – Institutional Support Component	Country: Republic of Chad	
ID Number of all Lending Instrument(s): Grant Agreement No. 2100155005716		Sector: Governance	Environmental Category: III
Original Commitment: UA 2,930,000, AFD Grant and UA 270,000, Government's contribution	Amount Cancelled: UA 512,103.73	Amount Disbursed: ADF Grant: UA 2,417,896.27 Government's Contribution: UA 350,000	% Disbursed: ADF Grant: 82.52% Government's Contribution: 123% (cf. PARG extensions)
Borrower: Government of Chad			
<p>Executing Agency:</p> <p>The Governance Reform Support Programme (PARG) is financed on ADF resources by two complementary instruments: (i) a balance of payment support (UA 17.57 million) and (ii) an institutional support (UA 2.93 million), targeting a common matrix of measures and reform objectives. The “reform support” component was disbursed in two identical tranches on 21 July 2006 and 9 March 2009. The component was closed off on 31 May 2009, and the completion report submitted to the Board of Directors of the Bank. The present report concerns the “institutional support” component.</p> <p>The appraisal report indicates that the implementation of the whole Programme, including the institutional support, is supervised by the High-level Inter-Ministerial Committee (HCI), assisted by the Technical Committee (TC) and the Economic Unit (EU). The HCI is chaired by the Prime Minister, and its members are the Ministers of key Ministries responsible for the programme components. The HCI is Government's decision-making structure which monitors adherence to programme orientations. Its secretariat is managed by the Economic Unit. Placed under the supervision of the Ministry of the Economy and Planning (MEP), the EU monitors the programme and administers institutional support. The EU has managed previous Bank and World Bank structural adjustment programmes (SAP) and, in that capacity, coordinated dialogue with the International Monetary Fund.</p> <p>The Project Implementation Unit (PIU) comprises the Head of EU, who is the coordinator, his assistant (Deputy Project Coordinator), two procurement specialists, the accountant and his assistant, an administrative assistant, and a driver.</p> <p>The implementation of specific PARG activities is assigned to various beneficiary structures as follows:</p> <ul style="list-style-type: none"> <li>- Component 1: the Ministry of Public Service and Labour, and the Technical Unit for Monitoring Implementation of Government Reform (CESRAP) ;</li> <li>- Component 2: the Public Procurement Authority (OCMP), placed under the authority of the General Secretariat of the Government, and the Audit Bench of the Supreme Court;</li> <li>- Component 3: the Ministry of Social Action, National Solidarity and the Family; the Ministry of Justice and Keeper of the Seals; the Ministry of the Interior and Security; the National Capacity-Building Secretariat (SENAREC).</li> </ul>			

Two focal points were designated in each beneficiary Government department. Chaired by the Secretary-General of MEP, the Steering Committee (whose secretariat is managed by the EU Coordinator) comprises the Secretaries-General of beneficiary structures, one representative of the Court of Accounts, the Coordinator of CESRAP and the Coordinator of the Public Finance Modernization Programme (PAMFIP).

Co financiers and Other External Partners:  
There was no co-financing.

## II. KEY DATES

Project Concept Note Approved by Ops. Com.: NA	Appraisal Report Approved by OpsCom: NA	Board Approval: 12 October 2005	
Restructuring(s): The project was extended two times for a total duration of 37 months.			
	Original Date	Actual Date	Difference in Months [Actual date – Original date]
EFFECTIVENESS	June 2005	23 November 2005	5.8
MID-TERM REVIEW	November 2006	15 January 2008	23
CLOSING	1 November 2007	30 November 2010	37

## III. RATING SUMMARY

CRITERIA	SUB-CRITERIA	RATING
PROJECT OUTPUT	Achievement of Outcomes	2
	Achievement of Outputs	2
	Timeliness	1
	<b>OVERALL PROJECT OUTPUT</b>	<b>2</b>
BANK PERFORMANCE	Design and readiness	2
	Supervision	2
	<b>OVERALL BANK PERFORMANCE</b>	<b>2</b>
BORROWER PERFORMANCE	Design and readiness	2
	Implementation	2
	<b>OVERALL BORROWER PERFORMANCE</b>	<b>2</b>

## IV. RESPONSIBLE BANK STAFF

POSITIONS	AT APPROVAL	AT COMPLETION
Regional Director	L.B.S CHAKROUN	M. KANGA
Sector Director	M.I KOUSSOUBE	I. LOBE NDOUMBE
Division Manager		C. SANTISO
Task Manager	H. KOUASSI	B. ALPERTE
PCR Team Leader		T. DJOGOYE
PCR Team Members		G. TIBALDESCHI/B.ALPERTE

## B. PROGRAMME CONTEXT

Summarize the rationale of Bank assistance. State:

- the development challenge the programme seeks to address,
- the Borrower's overall strategy to address it,
- the Bank's activities and performance in the country and sector in the last year, and
- ongoing activities financed by the Bank and other external sources that supplement, overlap or relate to this programme.

Please, cite relevant sources. Comment on the strength and coherence of this rationale.

[At most 300 words. Any other narrative about this programme's origin, if needed, must be placed in Annex 6: Project Narrative]

Programme development challenge: Since 1995, the Chadian Government, with assistance from its technical and financial partners (TFPs), embarked on a large-scale programme to reform its economic and social policy, as well as its key institutions, including enhancing their performance and improving governance to more effectively reduce poverty. To that end, Chad successively implemented: (i) the civil service reform (1998), and in particular, the establishment of a corresponding monitoring structure (CESRAP); (ii) the governance reform, with the adoption in 2002 of a National Good Governance Strategy (SNBG), whose priorities were incorporated in the National Poverty Reduction Strategy (NPRS); (iii) the reform of the Public Procurement Management System, with the revision of the Public Procurement Code (in 2003). In 2004, the Government organized the general forum on justice and developed an action plan supervised by the newly created Ministry of State Control and Moralization.

Borrower's overall strategy to address this challenge: PARG stems from the need to act on the specific weaknesses of a fragile State mainly because of the widespread inadequate capacity, and to adopt a holistic capacity-building approach including activities and measures to strengthen the strategy, the legislative and regulatory framework, as well as the institutional and human capacity and material resources necessary for carrying through these reforms.

Bank activities in the country and in the sector: PARG objectives are, in part, complementary to the Economic Management Support Project (PAGE), which was closed on 31 December 2008 and contributed to building financial management (including statistics) and budget management (support for budget preparation and control) capacities.

Ongoing activities financed by the Bank or other donors: PARG is consistent with the Public Finance Improvement and Modernization Programme (PAMFIP), a comprehensive multi-donor public finance reform initiative designed in 2005 and supported by the World Bank, European Union and France. It specifically carries out activities under the European Commission's support for justice reform (PRAJUST with a EUR 25 million allocation under the 10<sup>th</sup> EDF).

### C. PROJECT OBJECTIVE AND LOGICAL FRAMEWORK

1. State the Development Objective(s) of the Programme (as set out in the Appraisal Report)			
<p>The overall goal of PARG is to support the Chadian Government's efforts to reduce poverty by adopting and implementing good governance measures. It is in line with the goal of the PRSP prepared in 2003. The sector goal of the project is to contribute to effective good governance in public administration, public procurements, and the rule of law. The PARG institutional support aims to build the institutional capacity of government structures involved in the Governance Enhancement Support Programme (measures targeted by reforms support), thereby facilitating the implementation of a number of key reform measures.</p>			
2. State how each <u>key</u> project component will contribute to achieving the project development objectives			
The main components of the project are as follows:			
<p><b>A. Improvement of public service efficiency:</b> This component seeks to support the public service reform aimed at boosting the skills and efficiency of State employees deemed necessary for putting in place an efficient public finance management system, improving public services, and ensuring transparent and sustainable management of the wage bill (which absorbs virtually all the country's non-oil revenue).</p>			
<p><b>B. Improvement of public procurement management:</b> This entails putting in place an efficient and transparent system for better management of public procurement and higher absorptive capacity of priority sectors. Specifically, the activities of this component will help the national Authorities to devolve public procurement to project owner ministries and institutions and make public procurement management more efficient and transparent by establishing an integrated management system, improving practices and creating a public procurement regulatory organ.</p>			
<p><b>C. Strengthening of the rule of law, transparency and participation:</b> This component seeks to promote sustainable and equitable development. The component activities will be geared towards strengthening the rule of law, transparency and stakeholder participation in public affairs.</p>			
3. Provide a brief assessment (not more than two sentences) of the <u>project objectives</u> along the following three dimensions: insert a working score, using the scoring scale provided in Appendix 1.			
PROJECT OBJECTIVES DIMENSIONS		ASSESSMENT	WORKING SCORE
RELEVANT	a) Relevant to the country's development priorities;	Good governance is one of the five focus areas of the National Poverty Reduction Strategy (NPRS 1). Therefore, the programme objectives are consistent with the development priorities identified by Chad.	3
ACHIEVABLE	b) Objectives could be achieved with the project inputs within the expected time frames.	The programme objectives are ambitious considering the Chadian Government's mobilization capacity (weak capacity of structures charged with implementing complex reforms) and the fragile State context, including security uncertainties. Furthermore, some measures require prior decisions whose agenda is difficult or impossible to control: for example, the installation of SIGASPE software package (developed by Burkina) and especially revision of the Persons and Family Code, which is primarily a political and socio-cultural issue.	2
CONSISTENT	c) Consistent with the	The project is consistent with the Bank's public sector intervention strategy (2005-2009) and CSP 2005-2009,	2

	Bank's national or regional strategy.	which is based on NPRS Pillar 1 concerning the promotion of good governance.	
	d) Consistent with the Bank's overall priorities.	This is an institutional capacity building project aimed at improving governance. As such, it is fully consistent with the Bank's overall priorities.	3

4. Present the project logical framework. If there is no logical framework, complete the table below. Indicate the overall project objective, the major project components, the main activities of each component, and the expected outcomes and outputs, as well as indicators for measuring the achievement of outputs. Provide additional rows, if needed.

COMPONENTS	ACTIVITIES	OUTCOMES	OUTPUTS	INDICATORS TO BE MEASURED
Component 1: Support for improvement of public service efficiency	Activity 1: Finalize draft instruments prepared and have them adopted (special rules and regulations, system of allowances and bonuses, principle of recruitment through competitive examinations)	Outcome 1: Legislative and regulatory instruments are finalized for the new public service rules and regulations to be fully implemented	Output 1: Public service efficiency is improved	Instruments are adopted and implemented. These include: the performance assessment system; a system of allowances and bonuses; a competitive examinations-based recruitment manual.
	Activity 2: Support the Ministry of Public Service and CESRAP (computer hardware and recurrent budget)	Outcome 2 : The capacity of organs managing public service reform is strengthened		Procurement of planned equipment and availability of operating resources
	Activity 3: Conduct a study to define the HRM strategy and action plan with a view to their transfer to user ministries	Outcome 3: The HRM strategy and action plan are available	Output 2 : Capacity to manage human resources and the payroll improves	The strategy and action plan are adopted
	Activity 4 : Procure and install an integrated payroll and administrative management software package (SIGASPE), train	Outcome 4 : The integrated payroll and administrative management of 34,000 State		SIGASPE software package is functional with the support of nine (9) IT technicians recruited before end 2006

	users and, recruit and train the IT technicians to operationalize the system	employees through SIGASPE is effective		
Component 2: Support for improvement of public procurement management	Activity 5: Provide equipment to the Bid Opening and Evaluation Committees (COJO), the procurement services (PS) of Ministries, and the Central Procurement Authority (OCMP).	Outcome 5: The COJOs and PSs of 12 targeted Ministries are operational, the decentralization of PSs is prepared, and the working conditions of the OCMP are improved	Output 3: The decentralization and devolution of public procurement management are facilitated	Proposed equipment is procured before end 2006
	Activity 6: Train 403 persons from the public service, private sector and civil society in public procurement procedures	Outcome 6: The capacity of key public and private sector actors involved in public procurements is strengthened		Training sessions are conducted before end 2006
	Activity 7: Prepare and conduct a CPAR and implement recommendations arising from the action plan, including the creation of an audit organ	Outcome 7: A modern mechanism for managing public procurement is put in place	Output 4: The efficiency and transparency of public procurement management is strengthened	A CPAR is conducted in 2006 and the ensuing action plan is implemented
	Activity 8: Procure equipment and technical assistance to install and operationalize SIGMP	Outcome 8: The Public Procurement Information and Management System is operational		SIGMP is functional before end 2006

	Activity 9: Publish and disseminate the Public Procurement Bulletin (BOAMP) and the Public Procurement Procedures Manual	Outcome 9: The Public Procurement Bulletin (BOAMP) and other documents for implementing the Code are prepared and disseminated		Documents are disseminated before end 2006
	Activity 10: Train 10 national experts in website administration and network management	Outcome 10: The public procurement website is functional		10 national experts are trained in website administration and network management before end 2006
	Activity 11: Organize 20 information and sensitization seminars on the Public Procurement Code of Ethics for employees of Government departments, the private sector, and civil society	Outcome 11: Behaviour compliant with the Public Procurement Code of Ethics is fostered	Output 5: Public procurements audit is strengthened	The Code is designed and proposed sensitization seminars are held before end-July 2007
	Activity 12: Endow the Audit Bench with computer hardware and technical assistance	Outcome 12: Public procurement audits for FY 2004 to 2006 are conducted.		Reports of FY 2004 and 2005 public procurement audits are prepared by the Audit Bench and the results posted on its website and the public procurement website
Component 3: Strengthen the rule of law, transparency and participation				
Strengthen the rule of law.	Activity 13: Revise the Persons and Family Code, have it adopted by Government, and undertake a sensitization and	Outcome 13: The new Persons and Family Code is adopted and implemented	Output 6 : Capacity to continue the reform of the justice system and fight corruption is strengthened	The new Persons and Family Code is adopted before end 2006

	outreach programme on the code			
	Activity 14: Train 195 persons (magistrates, employees, court registrars, bailiffs, notaries, barristers, representatives of employers and the Chamber of Commerce) in OHADA law, the operation of commercial courts, economic and financial investigation and prisons administration	Outcome 14 : The various reform stakeholders are trained		Proposed training sessions are held before end 2007
	Activity 15 : Support the Ministry of State Control and Moralization (EUM)	Outcome 15: The fight against corruption and impunity is strengthened		Computer hardware and office equipment are procured for EUM before end 2006
	Activity 16 : Conduct a survey on the perception of corruption and similar offences, and design an anti-corruption strategy and action plan.			Survey findings are available before end 2005
Strengthening of transparency and participation	Activity 17: Train police staff	Outcome 16: Police staff increases	Output 7: The safety of property and persons is strengthened	The new police school is operational, and the proposed training sessions are conducted before end 2006
	Activity 18 : Design and implement a public information access strategy and its action plan and publish widely the appropriation bill.	Outcome 17 : The public information access strategy and its action plan are adopted	Output 8 : Users' access to public information and transparency are improved	The public information access strategy and action plan are available before end 2006, and the Finance Bill is published as from 2005.

		and implemented and the finance bill is published		
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5. For each dimension of the logical framework, state briefly (not more than two sentences) the extent to which the logical framework contributed to achievement of the objectives below. Insert a working score, using the scoring scale provided in Appendix 1. If there is no logical framework, rate this section 1 (one).

LOGICAL FRAMEWORK DIMENSIONS		ASSESSMENT	WORKING SCORE
LOGICAL	a) Presents the logical causal link for achieving the programme development objectives.	Although there is a logical framework, the chain of outcomes is not sufficiently developed.	2
MEASURABLE	b) Expresses objectives and outcomes in a way that is measurable and quantifiable.	Objectives are clearly expressed, but the distinction between outcomes and outputs is not always explicit. Furthermore, many objectives and corresponding areas made it impossible to distinguish key measures from less important ones (for example, the adoption of a bill on transhumance).	2
THOROUGH	c) States the risks and key assumptions.	Some risks and assumptions are stated. However, the constraints and dimensions of the fragile State situation were not adequately developed; particularly risks in terms of substitution (technical assistance and support for operation of structures) and the instability and/or departure of trained senior staff to more highly-paid jobs were not sufficiently considered, and their impact on programme sustainability was under-estimated.	2

## D. OUTCOMES AND OUTPUTS

### I. ACHIEVEMENT OF OUTCOMES

In the table below, assess the achievement of actual vs expected outcomes for each major activity. Import the expected outcomes from the logical framework in Section C. Rate the extent to which the expected outcomes were achieved. Weight the scores by the activities' approximate share of the project cost. The overall score will be auto-calculated as the sum of the weighted scores. Override the auto-calculated score, if desired, and provide justification.

MAJOR ACTIVITIES		Working Score	Share of Project Costs in Percentage (as stated in the Appraisal Report)	Weighted Score (auto-generated)
Expected Outcomes	Actual Outputs			

Component 1: Support for improvement of public service efficiency				
Outcome 1: Legislative and regulatory instruments are finalized for full implementation of the new rules and regulations of the public service	Seven (7) draft special rules and regulations and seventeen (17) implementing instruments thereof, or slightly less than half (about 40%) of the proposed instruments, were adopted. The statutory and regulatory reform and activities related to the performance assessment system (PAS) were deepened at project completion, making an evaluation of their impact difficult.			
Outcome 2 : The capacity of organs managing public service reform was strengthened	The equipment and financing envisaged by PARG were put in place. However, this support is in line with the low, or dwindling, level of LFI allocation. Capacity to carry through the necessary reforms remains weak.	2	43.53%	0.8706
Outcome 3: The HRM strategy and action plan are available	The strategy and action plan have not been prepared. Indeed, the Chadian authorities demanded that these activities should be scaled down to allow for preliminary studies			
Outcome 4: The integrated payroll and administrative management of 34,000 State employees through SIGASPE is effective	The transfer of workers from all audited ministries to the new system for managing civil servants, after the effects of promotion decisions were updated, is ongoing. However, the installation of SIGASPE was not completed before the end of the programme, despite successive postponements of the closing date of PARG.			

Component 2: Support for improvement of public procurement management				
Outcome 5 : The COJOs and PSs of 12 targeted Ministries are operational, PP decentralization is prepared and the working conditions of OCMP have improved.	Apart from the proposed equipment, additional equipment was procured as the different structures of the public procurement system were put in place, to meet additional needs			
Outcome 6 : The capacity of key public and private sector stakeholders of public procurement is strengthened.	The proposed training sessions were held before December 2008, but remain inadequate given the scale of needs and the instability of civil service staff			
Activity 7: Prepare and conduct a CPAR and implement recommendations arising from the action plan including the creation of an audit organ.	It should be noted that the Country Procurement Assessment Review (CPAR) envisaged with the support of the World Bank was not conducted as planned in 2006 due to the suspension of WB cooperation with Chad between 2006 and 2008. The mid-term review of PARG made it possible to reach the following milestones with the national authorities: (i) recruitment of an individual consultant before end 2008 to improve the Public Procurement Code, and preparation of an improved draft Code in 2009, (ii) drafting of a procedures manual and model appraisal reports in 2009. These activities were finalized with difficulties and delays at the end of the project.	2	18.25 %	0.5475

<p>Outcome 8: The Public Procurement Information and Management System is operational.</p>	<p>Equipment envisaged for the installation of SIGMP was procured at the end of the project after the procurement contract was relaunched several times (the project closing date was postponed for that reason)</p>			
<p>Outcome 9: The Public Procurement Bulletin (BOAMP) and complementary documents for implementing the Code are prepared and disseminated.</p>	<p>A maiden double issue of BOAMP was produced by OCMP in June 2009. The publication and dissemination of this document continues to be irregular. Supplementary documents for implementing the Code are available.</p>			
<p>Outcome 10 : The public procurement website is functional</p>	<p>Website operation was disrupted for a long time by ADSL connection problems, difficulties in having a permanent webmaster and payment of operating costs. Sustainability of this activity is yet to be consolidated.</p>			
<p>Outcome 11 : Behaviour compliant with the Public Procurement Code of Ethics is promoted</p>	<p>Activities related to the production of the Code of Ethics and the organization of workshops were conducted at the end of the project (about 1,000 people participated in these workshops)</p>			
<p>Outcome 12 : Public procurement audits are conducted for FY 2004 to 2006</p>	<p>Public procurement audits were conducted by the Audit Bench of the Supreme Court, but without the expected financial support under the project. During the mid-term review, it was agreed to reallocate this financing to strengthen the training of public accounting actors at the central and decentralized levels (municipal agents, regional treasury officers, etc.)</p>			

Component 3: Strengthening the rule of law, transparency and participation				
Outcome 13 : The new Persons and Family Code adopted and implemented	The draft Code was submitted to Government in February 2010, but was adopted only at the end of the project.			
Outcome 14: The reform stakeholders are trained	The proposed training sessions (for about 200 people) were held			
Outcome 15 : The material resources of the Ministry of State Control and Moralization were increased	The proposed equipment was procured in 2008 but looted in the following weeks. The mid-term review made it possible to agree on the need to renew this equipment during the project. However, the ministry's resources are far too small to cover needs.	3		0.7752
Outcome 16 : Police staff increased in number	The expected training sessions were conducted satisfactorily, leading to general improvement in recruitment quality			
Outcome 17 : The public information access strategy and its action plan were adopted and implemented.	As the strategy and its action plan were finalized at the end of the project, implementation could not begin before the project's closing date		25.84%	
<b>OVERALL OUTPUT SCORE</b> [Score is calculated as the sum of weighted scores]				<b>2</b>
NB: The share of project costs per outcome was not provided in the PAR. It was calculated based on the identified costs in the table of costs by activity.				
		Check here to override the calculated score		
Provide justification for overriding the auto-calculated score				
Insert the new score or re-enter auto-calculated score				2

## II. ACHIEVEMENT OF OUTPUTS

1. Using available data, assess the achievement of expected outputs. Import the expected outputs from the logical framework in Section C. Score the extent to which outputs were achieved. The overall score will be auto-calculated as an average of the working scores. Override the auto-calculated score, if desired, and provide justification.

OUTPUTS		Working Score
Expected	Actual	
Output 1: Public service efficiency is improved	Of the eleven (11) measures agreed under the programme, only three (3) linked to the disbursement of the 2 <sup>nd</sup> tranche of the balance of payment support were implemented, namely: (i) adoption and implementation of seven (7) draft decrees on the special rules and regulations governing public service corps and seventeen (17) implementing instruments of the new rules and regulations; (ii) audit of the fourteen (14) remaining Ministries and adoption of more functional organization charts for twenty-five (25) Government Ministries, and (iii) recruitment of nine (9) IT technicians to operationalize SIGASPE)	2
Output 2 : Capacity to manage human resources and the wage-bill improves	Although the Chadian Government in 2004 opted to procure SIGASPE – the software that the Burkinabe authorities proposed initially free of charge – this reform project progressed very slowly and has not been completed. The reasons for this failure stem partly from the security situation in Chad and the reluctance of Burkinabe authorities to meet the demands of Chad. It is also due to the insufficient level of commitment at the political level and at the level of services, which reflects the difficulty in forging a long-term strategic vision and mobilizing the required human and financial resources. However, it should be noted that the authorities conducted an internally-financed biometric census of all State employees intended to contribute mainly to better control of the Government wage-bill.	1
Output 3 : Decentralized and devolved management of public procurement is facilitated	The twelve (12) COJOs and twelve (12) PSs have been operational in targeted Ministries since 2005. CRRAs and the five (5) CROJOs, responsible for processing contracts below CFAF 50 million, were also put in place. The decentralized and devolved PP management is generally in place. However, in its operation, this new organization generates significant delays due to weak capacity and inadequate resources to strength it. A capacity building strategy was prepared for that purpose through the Global Training Plan (PGF) financed by the European Union, although the mobilized financing remains insufficient.	2
Output 4: Efficiency and transparency of public procurement is strengthened	The average time to approve public contracts is still close to six (6) months, instead of two (2) months targeted by the project. Similarly, the 95% approval target for contracts granted through competitive bidding during the period of validity of bids was not achieved, and exemptions (granted in nearly 70% of cases) remain very high. This shows the amount of effort required to improve transparency and efficiency of the public procurement system.	2

Output 5 : Supervision of public procurement is strengthened	The proposed mechanism has not been completed. ARMP is yet to be put in place.	1
Output 6 : Capacity to continue judiciary reform and fight corruption is strengthened	The proposed activities for preparing a strategy, the preparation and dissemination of the corresponding action plan were implemented. What remains is to effectively implement this plan, and mobilize the required medium- and long-term resources for it to produce its impact.	2
Output 7 : Safety of property and persons is strengthened	All the project activities were implemented. However, the mobilized resources generally remain insufficient compared to needs.	2
Output 8 : Users' access to public information and transparency are improved	The Finance Laws were published as from 2005, as well as implementation reports and audit of the use of HIPC funds (since 2004). CCSRP also publishes its reports. The outcomes of the implementation of the National Good Governance Strategy are not published.	2
<b>OVERALL OUTCOME SCORE</b> [Score is calculated as an average of working scores]		2
X Check here to override calculated score		
<b>Provide justification for overriding auto-calculated score</b>		
Insert the new score or re-enter the auto-calculated score		2
<b>2. <u>Other outcomes:</u> Comment on additional outputs not planned in the logical framework and which concern cross-cutting issues (gender, for example).</b>		
NA		
<b>3. . <u>Risks to sustained achievement of outcomes.</u> State the factors that affect, or could affect, the long run or sustained achievement of programme outcomes. Indicate if any new action or institutional change is recommended to help sustain outcomes. The analysis should draw on the sensitivity analysis in Annex 3, if relevant.</b>		
<p>The outcomes achieved under PARG institutional support are mixed. Furthermore, the outcomes are threatened by a number of factors. It is feared that the ad hoc nature of training offered most of the time in a single session and squeezed into a reduced time period might water down lessons. Moreover, some of the training had the negative effect of forcing some beneficiary senior staff to leave the jobs for which they had received the training since they had become more competitive on the job market. It will be better in future, during a capacity building project, to spread out training, preferably with many short but frequent sessions, to consolidate achievements while encouraging the Government to put in place a system of incentives and commitment for trained senior staff to remain in Government structures for a period to be determined. Another risk is inadequate mobilization at the political level, given that the reforms are complex and long-drawn. Lastly, the inadequate resources (human and financial) of structures charged with managing these reforms are a permanent risk reinforced by the fragile State context.</p>		

## E. DESIGN AND READINESS FOR IMPLEMENTATION

1. State the extent to which the Bank and Borrower ensured the project was commensurate with the Borrower's capacity to implement by designing it appropriately and putting in place the necessary implementation arrangements. Analyze all design aspects such as: the extent to which lessons learnt during past PCRs in the sector or country are taken into account (cite a few key PCRs); is the project based on serious analytical studies (mention a few key documents); how well Bank and Borrower assessed the capacities of executing agencies and the project implementation unit; scope of consultations and partnerships, economic justification of the project and provisions made for technical assistance. [Not more than 250 words. Any additional narrative must be placed in Annex 6: Project Narrative]

The Bank and beneficiary of the Grant both chose the Economic Unit (EU) as the Programme Executing Agency because of its experience in managing and monitoring IMF programmes, as well as the Bank and World Bank SAPs. However, due to its overall mission of dialogue with the Bretton Woods Institutions on the macro-economic and financial framework, the EU management (coordinator and assistant coordinator) is regularly taken up by activities of missions assigned to it in that capacity (including dialogue with the IMF), making them less available for programme monitoring/evaluation. Furthermore, despite being in sufficient numbers (2 procurement specialists, one accountant, and one assistant), the project team still has serious problems of familiarization with Bank procedures, and sound and timely implementation of procurement procedures for goods and services.

2. For each dimension of project design and readiness for implementation, provide a brief assessment (not more than two sentences). Insert a working score, using the scoring scale provided in Appendix 1.

PROGRAMME DESIGN AND READINESS FOR IMPLEMENTATION DIMENSIONS		ASSESSMENT	Working Score
REALISM	a) Project complexity is matched with country capacity and political commitment.	The country's capacity was assessed in light of similar past programmes, and Government's commitment in implementing reforms with technical and financial partners. However, the historical results considered were not consolidated over time, making it difficult to obtain a realistic projection of objectives.	2
RISK ASSESSMENT AND MITIGATION	b) Project design includes adequate risk analysis and mitigation measures.	Project design somewhat took into account the risk of weak capacity in the country, but envisaged no appropriate mechanisms for reducing its impact.	2
USE OF COUNTRY SYSTEMS	c) Financial management, procurement, monitoring and/or other systems are based on systems already in use by Government and/or other partners.	The procurement and financial management systems used are those of the Bank.	2

For the following dimensions, provide separate scores for Bank performance and Borrower performance:			Working Score	
			Bank	Borrower
CLARITY	d) Responsibilities for project implementation were clearly defined.	Technically, responsibilities between the High-level Inter-Ministerial Committee, the Technical Committee and the Economic Unit were clearly defined in the appraisal report. However, the mechanism proved relatively cumbersome (for example, poor coordination between focal points at the level of beneficiary structures and the Steering Committee members). Moreover, the programme management team is regularly on its feet, carrying out the specific EU coordination or representation activities and not giving its undivided attention to implementing the proposed PARG activities. Furthermore, the envisaged performance contract between EU and the Bank has never been effective.	2	2
PROCUREMENT READINESS	e) The documents required for implementation (specifications, design, procurement documents, etc.) are ready at appraisal.	Documents required for project implementation (rules of procedures manual for the procurement of goods and services, rules of procedures manual for the use of consultants, disbursements manual) were not ready at appraisal. Procurement preparation began after signature of the grant agreement. Long delays are due to late processing of procurements and PIU's unfamiliarity with Bank rules of procedures.	2	2
MONITORING READINESS	f) Monitoring indicators and plan were adopted before project start-up.	Monitoring indicators are stated in the logical framework and the matrix of reform measures. However, the PIU was not adequately prepared for Bank procedures. Furthermore, despite a relatively large number of staff, the actual mobilization of PIU members to implement project activities was not commensurate to needs.	3	2
BASELINE DATA	h) Baseline data are available or are being collected.	Baseline data and texts (instruments, reports, etc.) were collected as the programme was implemented.	3	3

## F. IMPLEMENTATION

1. State the major characteristics of project implementation with reference to: timeliness, quality of construction and other works, performance of consultants, effectiveness of Bank supervision and Borrower supervision. State the extent to which the Bank and Borrower complied with safeguard measures.

2. [300 words maximum]. [Any additional narrative about implementation should be included in Annex 6: Project Narrative]

Timeliness: Neither the schedule nor rate of implementation of PARG institutional support was satisfactory. At project start-up, the first disbursement for institutional support was subject to the same conditions as the disbursement of the first tranche for reform support, corresponding to eleven (11) conditions. These conditions were met in November 2005, but the first disbursement took place only in September 2006 due to the Economic Unit's unfamiliarity with Bank rules and inadequate dialogue between EU and the Bank. Apart from disruptions due to the security situation, some weaknesses observed at different levels also generated delays during project implementation: (i) inadequate involvement of the Steering Committee, (ii) insufficient internal resources of structures charged with the implementation of reforms, especially the Unit that monitors the reform of Government structures (CESRAP); (iii) PIU lack of familiarity with Bank rules of procedures, especially procurement procedures; (iv) delays in the award of public procurement contracts; (v) delays in the processing of the no-objection opinion at the level of the Bank due especially to the frequent change of task manager.

Performance of consultants: The difficulties faced by Chad in recruiting some required technical assistants internationally led to delays and a disconnect with the reforms timetable. Furthermore, the often insufficient human and material resources of Government departments charged with steering these reforms sometimes did not allow for departmental ownership of the inputs of short-term technical assistants.

Efficiency of Bank supervision: The quality of project monitoring was not constant. Overall, the 1.5 missions/year standard was not adhered to until 2009 (one review at half-yearly interval in 2009 and 2010). The mid-term review scheduled for 2006 took place in October 2008. It should be noted that since the creation of the Bank's Field Office in 2008, the time taken to process dossiers has been reduced from 4 months to 1 on average.

Efficiency of Borrower supervision: Several weaknesses were highlighted in the grant beneficiary's supervision: Financial management and implementation of the public procurement plan were mainly treated at the technical level, i.e. at the level of accountants and procurement specialists. Similarly, the audit and progress reports of the programme were all too often treated as formal exercises and not sufficiently incorporated in the project's monitoring/evaluation system.

2. Comment on the role of other partners (donors, NGOs, enterprises, etc.). Assess the effectiveness of co-financing arrangements and donor coordination, if applicable.

The PARG was prepared in collaboration with the key technical and financial partners (TFPs) present in Chad, especially the representatives of the IMF, the World Bank, the European Union, French Cooperation and some United Nations agencies. Furthermore, procurement reform activities were prepared and monitored within the context of a specific dialogue with the European Union, which entered this sector to support the preparation of the capacity building plan, whereas the reform of the Persons and Family Code was the subject of a consultation with the United Nations Population Fund (UNFPA). As regards public finance management, although the programme underpinning Government's Public Finance Modernization Plan (PAMFIP), co-financed by the WB, EU, France, UNDP, ADB and the Government, serves as a consultative framework, it has made little progress. Overall, the only

joint missions were organized during monitoring of IMF programmes (such as PRGF). Although periodic, consultative meetings between TFPs are not within a formalized framework. However, discussions are organized with the donor community present in Chad under the auspices of the Bank (TDFO) in order to put in place a sustainable consultative framework.

3. Harmonization. State whether the Bank made explicit efforts to harmonize instruments, systems and/or approaches with other partners.

The procedures of TFPs in Chad are not harmonized in compliance with the Paris Declaration. The TFPs use the internal rules and procedures of their respective institutions. Coordination meetings on some themes (water, public finance management, health, etc.) are organized occasionally, but no formal donor discussion framework exists. Arrangements have been made by the Bank to develop a formal consultative framework with Chad's TFPs.

4. For each dimension of project implementation, assess the extent to which the following objectives were met. Provide a brief assessment (not more than two sentences) and insert a working score, using the scoring scale provided in Appendix 1.

PROJECT IMPLEMENTATION DIMENSIONS		ASSESSMENT		Working Score
TIMELINESS	a) Extent of project adherence to original closing date. If difference on the right is: below 12, score 4 between 12.1 and 24, score 3 between 24.1 and 36, score 2 above 36.1, score 1	Difference in months between the original closing date and the actual closing date or the date of completion of 98% of disbursement	The institutional support dimension of PARG was extended three times to take into account difficulties faced by the management team in finalizing some procurement contracts	1
		1		
BANK PERFORMANCE	b) Bank complied with:			
	Environmental safeguards	The project has no environmental impact.		N.A.
	Fiduciary requirements	The Bank revised the list of goods and services in 2008 and 2010 to take into account changes in the cost of some services (downward for equipment and upward for technical assistance), and changes in the country's situation: delays in implementing some reforms (such as the reform of the public service) creating the need to review some activities, looting of equipment during the 2008 events, etc.		2

BORROWER PERFORMANCE	Project covenants	The Bank defined a number of conditions for effectiveness, first disbursement and others which proved too many, while others were inappropriate (especially the condition linked to the adoption of the Persons and Family Code).	2
	Bank provided satisfactory supervision in the form of skills mix and practicality of solutions	Supervision was not satisfactory since the project faced huge difficulties at start-up and the rate at which task managers were changed was high (five have been appointed in quick succession since 2004). Furthermore, it was not until 2008 (at the last extension) that the Bank started addressing the issue of recruitment of a procurement expert by recruiting two assistants (in accounting and public procurements) which helped to reduce the workload of the project coordinator and accountant.	2
	Bank supervision of project management was satisfactory.	Project reviews were irregular at the start-up of activities, whereas the PIU needed substantial support. The frequent change of task manager at the Bank (5 from 2005 to 2010) certainly affected the proper implementation of activities. However, the significant staff level in the PIU would have contributed to the more speedy implementation of the Programme.	2
	c) Borrower complied with:		
	Environmental safeguards	The project has no impact on the environment.	N.A.
	Fiduciary Requirements	Account audits were often performed late. Reports for FY 2006 and 2007 were prepared simultaneously, and submitted to the Bank in September 2008 due to the security situation (attack against the capital in February 2008). The 2008 audit report was submitted to the Bank in December 2009, and rejected two times for non-compliance and the auditor's professional weaknesses. The revised report submitted in May 2010 was deemed acceptable by the Bank. The 2009 audit report was rejected once. A four-month extension of the closing date was granted to the project, especially to re-launch the recruitment of a new audit firm.	2
	Project covenants	At the time it signed the grant agreement, the Government had not sufficiently realized the socio-cultural implications of fulfilling some conditions, which proved complex to fulfill.	1

	Borrower was responsive to Bank supervision findings and recommendations	Although responsive, the beneficiary of the grant was late in implementing supervision mission recommendations, despite the presence of a robust and technically experienced team (in procurement and accounting) in the PIU. The EU's mobilization for activities in line with its general coordination mission contributed to the PIU's poor performance in adhering to the schedule of planned activities. Moreover, Government's commitment in completing reforms was not sufficiently constant to allow for the expected significant progress.	2
	Borrower collected and used monitoring information for decision making	The PARG implementation reports produced by PIU do not adequately take into account the audit report findings and review notes of the Bank, whose recommendations are shared with the national authorities.	2

## G. COMPLETION

1. Was the PCR delivered on time in compliance with Bank policy?			
Date of achievement of 98% of disbursement (or closing date, where applicable)	Date PCR was sent to <a href="mailto:pcr@afdb.org">pcr@afdb.org</a>	Difference in months	Working Score (auto-calculated) If difference is 6 months or less, the score is 4. If above 6 months, the score is 1.
31/11/2019	31/05/2011	0	4
<p>Briefly describe the PCR process. Describe the Borrower's and co-financers' involvement in producing the document. Highlight any differences of opinion concerning the assessments made in this PCR. Describe the team composition and confirm whether a site visit was undertaken. Mention any major collaboration from other development partners. State the extent of field office involvement in producing the report. Indicate whether comments from Peer Reviewers were received on time (provide names and positions of Peer Reviewers).</p> <p>[150 words maximum]</p> <p>The PCR team was trained by the project officer from the Bank Field Office in Chad (TDFO) and a consultant. The team was supported by the project officer in the Governance Department (OSGE). The mission was in N'Djamena for one week and organized a consultation with all PARG stakeholders. The mission consulted each of them on the project outputs achieved, the quality of services supplied and the quality of relations between beneficiaries and the Bank at project design, implementation and completion. Key sector partners were also consulted, especially the World Bank, whose PARCAFIP Project is complementary to PARG. The PCR was finalized in consultation with the Project Implementation Unit. Comments from the peer reviewers were received on time.</p>			

## H. LESSONS

Summarize key lessons for the Bank and Borrower drawn from the project outcomes.

[300 words maximum. Any additional narrative concerning implementation should be included in Annex 6: Project Narrative]

### Lessons for the Government:

- Experience acquired: Ownership of the outcomes of diagnoses and analyses conducted by the programme's technical assistance was not enough for sustainable strengthening of some beneficiaries' capacity, especially in the public service. It will be necessary to improve methods of skills transfer and further involve the services in the design of projects and monitoring/evaluation of outcomes.
- Programme coordination and financial management: The project coordinator and steering committee should particularly be involved in monitoring the project quality, which includes adherence to the implementation schedule and effective outputs in terms of support to reform measures. Furthermore, financial management should involve all levels of the project management structure and not be the exclusive preserve of the accountant. Special attention should be paid to the quality of project information and monitoring tools, such as audit reports, progress reports and the implementation of the procurement plan.
- Donor coordination: The disconnect between the support offered by some donors operating in the same sector points to the need for greater donor coordination, with the Chadian Government taking the lead. It is especially necessary within a fragile State context to strengthen dialogue with donors on how to allocate resources, especially in the capacity building and governance sectors.

### Lessons for the Bank:

- PIU structure: Despite the presence of a robust management structure, the programme performance is inadequate. Apart from mobilizing the required skills, it is necessary to ensure, at project start-up, that all PIU members are fully ready to manage the project and that they themselves understand Bank procedures. Special attention must also be given to the capacity of management structures to effectively mobilize the reform actors targeted by the programme.
- Reforms implementation: Dialogue with national authorities must contribute to ensuring that structures charged with implementing the targeted reforms have minimum capacity and resources to play their leading role or that capacity is significantly strengthened as quickly as possible, as the case may be.
- TFP coordination: The complexity and scope of public finance management and governance reforms require long-term donor support. The formalization of a consultative framework not only allows for better targeting of aid, but also enhances the outputs obtained and spurs the necessary support. The TFP consultative framework that has just been put in place through the Bank's impetus is a very positive development that will also help the Chadian Government not to relent its efforts.
- Bank supervision: The Bank's supervision standards must be met, especially with in a fragile State context. Furthermore, less frequent changes of task manager will contribute to greater stability in Bank project management.

## I. RATINGS SUMMARY

All working scores and ratings are auto-calculated by computer from the relevant section in the PCR

CRITERIA	SUB-CRITERIA	Working Score
<b>PROJECT OUTCOME</b>	Achievement of Outputs	2
	Achievement of Outcomes	2
	Timeliness	1
	<b>OVERALL PROJECT OUTCOME</b>	<b>2</b>
<b>BANK PERFORMANCE</b>	Design and Readiness	
	Project objectives are relevant to country development priorities	3
	Project objectives could in principle be achieved with the project inputs and within the expected time	1
	Project objectives are consistent with the Bank's country or regional strategy	3
	Project objectives are consistent with Bank overall priorities	3
	The logical framework presents a logical causal chain for achieving the project development objectives.	2
	Objectives and outputs as presented in the logical framework can be measured and quantified.	2
	The logical framework states the risks and key assumptions	2
	Project complexity is matched with country capacity and political commitment.	2
	Project design includes adequate risk analysis	2
	Procurement, financial management, monitoring systems and/or other processes are based on those already used by Government and/or other partners.	2
	Responsibilities for project implementation are clearly defined.	2
	Documents required for implementation (specifications, design, procurement documents, etc.) are ready at appraisal.	2
	Monitoring indicators and the monitoring plan are adopted.	2
	Baseline data are available or are being collected	3
	<b>DESIGN AND READINESS SUB-SCORE</b>	<b>2</b>
	Supervision :	
Bank complied with:		

	Environmental safeguards	N.A.
	Fiduciary requirements	2
	Project covenants	2
	Bank provided satisfactory supervision in terms of skills mix and practicality of solutions	2
	Bank provided satisfactory management oversight	2
	The PCR was delivered on time	4
	<b>SUPERVISION SUB SCORE</b>	<b>2</b>
	<b>OVERALL BANK PERFORMANCE SCORE</b>	<b>2</b>
<b>BORROWER PERFORMANCE</b>	Design and readiness	
	Responsibilities for project implementation were clearly defined	2
	Documents required for implementation (specifications, design, procurement documents, etc.) are ready at appraisal	2
	Monitoring indicators and monitoring plan were adopted before project start-up; Baseline data are available or are being collected	2
	<b>DESIGN AND READINESS SCORE</b>	<b>2</b>
	Implementation	
	Borrower complied with:	
	Environmental safeguards	N.A.
	Fiduciary requirements	2
	Project covenants	1
	Borrower was responsive to Bank project supervision findings and recommendations	2
	Borrower used monitoring information for decision making	2
	<b>IMPLEMENTATION SUB SCORE</b>	<b>2</b>
<b>OVERALL BORROWER PERFORMANCE SCORE</b>	<b>2</b>	

## **J. PROCESSING**

STEP	SIGNATURE AND COMMENTS	DATE
Sector Manager Clearance	Mr. Serge NGUESSAN (acting Division Manager)	
Regional Director Clearance	Mrs. Marlene KANGA	26/05/2011
Sector Director Approval	Mr. Isaac LOBE NDOUMBE	31/05/2011

## LIST OF ANNEXES

### 1. Project Costs and Financing

- a. Project costs by component
- b. Resources by source of finance

### 2. Bank Inputs.

State some key team members and their positions during preparation and supervision. Provide a consolidated list of preparation, supervision and completion missions in chronological order. State the date and rating of the supervision report.

### 3. Economic Analysis (ERR) and Financial Analysis. NA

Recalculate the economic rate of return based on costs and benefits at completion and compare with estimates at appraisal. Distribute again by component, as the case may be. Analyze ERR responsiveness to key assumptions. Provide a financial analysis of beneficiary entities of the project.

### 4. Last Procurement Plan

### 5. List of Supporting Documents

## PROJECT COSTS AND FINANCING

Costs by Component								
No.	Components	CFAF Thousand			UA Million			% in F. E.
		F. E.	L. C	Total	F. E.	L.C.	Total	
C1	Improvement of Public Procurement Management	888,000	299,510	1,187,510	1.16	0.39	1.55	74.78
C2	Improvement of Public Service Efficiency	301,230	196,914	498,144	0.39	0.26	0.65	60.47
C3	Strengthening the Rule of Law, Participation and Transparence	356,400	347,205	703,605	0.47	0.45	0.92	50.65
C4	Programme Management	20,000	113,480	133,480	0.03	0.15	0.17	14.98
	Base Cost	1,565,630	957,109	2,522,739	2.05	1.25	3.30	62.06
	Physical Contingencies (5%)	78,282	47,855	126,137	0.10	0.06	0.16	
	Price Escalation (3% yearly)	46,969	28,713	75,682	0.06	0.04	0.10	
	Total	1,690,880	1,033,678	2,724,558	2.21	1.35	3.56	62.06

Costs by Source of Finance								
No.	Sources	CFAF Thousand			UA Million			% of Total
		F. E.	L.C.	Total	F. E.	L.C.	Total	
1	ADF	1,511,384	727,465	2,238,850	1.98	0.95	2.93	82.17
2	EC	179,496	35,910	215,406	0.23	0.05	0.28	7.91
3	GVT	0	270,302	270,302	0	0.35	0.35	9.92
	Total	1,690,880	1,033,678	2,724,558	2.21	1.35	3.56	

## BANK INPUTS

Missions	Dates	Team Composition	Remarks
Identification/Preparation Mission	From 18/08 to 02/09/2004	H. KOUASSI, Economist T.A. GOGUE, Consultant	
Appraisal Mission	From 23/01 to 04/02/2005	H. KOUASSI, Economist A. MAIGA, IT Specialist E. YOBOUE, Procurement Officer D. ZOURE, Consultant	
Reviews	1 – From 13 to 20/11/2006	I. MAHDI, Chief Financial Analyst (OSGE.2)	
	2 – From 12 to 13/02/2007	R. COFFI, Procurement Specialist (ORPU)	
	3 – From 11 to 22/06/2007	S. BA, Macro-economist (OSGE.2), A.P. MBONAMPEKA, Information Officer (OSVP)	
	4 – From 26/08 to 06/09/2008	A. ZEJLY, Lead Economist	Creation of OSGE Department
	5 – From 10 to 17/07/2009	B. ALPERTE, Financial Governance Specialist (OSGE.1), T. DJOGOYE, Socio-economist (TDFO), M. LABA, Disbursement Expert (TDFO)	
	6 – From 23/11 to 04/12/2009	B. ALPERTE, Financial Governance Specialist (OSGE.1), T. DJOGOYE, Socio-economist (TDFO) C. AHOSSI, Regional Procurement Coordinator (CMFO), P. OLLAME, Operations Assistant (OSGE.1)	
	7 – From 02 to 05/02/2010	B. ALPERTE, Financial Governance Specialist (OSGE.1),	

Missions	Dates	Team Composition	Remarks
		T. DJOGOYE, Socio-economist (TDFO)	
Mid-term Review	01 to 15/10/2008	S. NGUESSAN, Chief Procurement Specialist, OSGE.1 G. TIBALDESCHI, Consultant (OSGE) T. DJOGOYE, Socio-economist (TDFO)	
Closing Review	26/07 to 03/08/2010	T. DJOGOYE, Socio-economist (TDFO) G. TIBALDESCHI, Consultant (OSGE)	The Chadian Government's letter requesting for an extension reached the Bank after the close of the project.

## ANNEX 2(a)

PROJECT APPRAISAL					
INDICATORS	SCORES				
	26.80.200	01.10.200	06.07.200	24.11.2009	01.02.2010
	7	8	9		
<b>A. PROJECT IMPLEMENTATION</b>					
1. Compliance with conditions precedent to grant effectiveness	3	3	3	3	3
2. Compliance with general conditions	3	3	3	3	3
3. Compliance with other conditions	1	1	1	1	1
<b>B. PROCUREMENT PERFORMANCE</b>					
1. Procurement of consultancy services	1	1	2	2	2
2. Procurement of goods and works	1	1	1	2	2
<b>C. FINANCIAL PERFORMANCE</b>					
1. Availability of resources in foreign exchange	3	2	2	3	3
2. Availability of resources in local currency	2	2	2	3	3
3. Flow of disbursements	1	1	1	1	1
4. Management/Cost recovery	1	2	2	1	2
<b>D. IMPACT ON DEVELOPMENT</b>					
1. Compliance with implementation schedule	2	1	1	1	2
2. Performance of consultants or technical assistants	1	2	2	2	2
3. Performance of contractors	2	2	2	2	2
4. Performance of project management	1	1	1	1	2
<b>E. IMPACT ON DEVELOPMENT</b>					
1. Probability of achieving project objectives	2	2	1	1	2
2. Probability that outputs will last beyond the project's investment phase	2	2	1	1	2
3. Project's likely contribution to strengthening institutional capacity	2	2	2	1	1
4. Current rate of return	NA	NA	NA	NA	NA

F. EVALUATION					
1. Current					2.06
2. Future trend					1.79
<b>LEGEND</b>					
<p>3 = Very satisfactory, flawless</p> <p>2 = Satisfactory: a few problems, the Bank should monitor</p> <p>1 = Unsatisfactory: some problems, the Bank should monitor closely, but no immediate action is required</p> <p>0 = Very unsatisfactory: serious problems: Bank action required.</p>					



Office furniture	NS	EUSRAP	13,114,000	Ets Ababou	023/MEP/EU of 28/12/07	17,980,000	Materials received on 5 June 2008
Computer hardware	NS	Audit Bench	19,280,000	NSGEE	022/MEP/EU of 17/11/08	19,035,000	Equipment received on 21 March 2008
	NS	Econ. Unit					Equipment received on 21 March and 10 June 2008
Procurement of office furniture	NS	EUSRAP	9,500,000	Ets Brahim Adam	032/MEP/EU of 17/11/08	8,990,000	Materials received on 25 November 2008
Procurement of computer accessories	NS	EUSRAP	10,000,000	Ets La Surface	033/MEP/EU of 24 /11/08	9,761,400	Materials received on 24 November 2008
Procurement of office furniture and computer accessories	NS	SENAREC	xxx	Ets Ibrahim Allamine	034/MEP/EU of 24/11/08	4,951,000	Equipment received on 26 November 2008
Supply, installation of servers and software and wiring for SIGMP, Lot 1	IBI	OCMP	336,000,000	Computer Golfe	048/MEP/EU/10 of 28/07/10	(283,469,000)	Supplied on 30 July 2010
Supply of computer hardware and office equipment, Lot 2	IBI	OCMP		STCIE	049/MEP/EU/10 of 28/07/10	(88,805,742)	Not included in PAS
Power generator	IBI	OCMP		Ets.Sougouma		19.250.000	Supplied
Computer hardware	NS	CROJOs of 4 major towns	10,000,000	Sté CGC	026/MEP/EU of 26/07/10	9,899,000	Contract included in PAS. Equipment received on 29 July 2010
Office furniture	NS	CROJOs of 4 major towns	10,000,000	Ets Ibrahim Allamine	026/MEP/EU of 26/07/10	9,994,000	Contract included in PAS. Equipment received on 29 July 2010

Computer hardware	NS	MCCGEM	13,756,000	Grande Route	026/MEP/EU of 14/12/09	6,740,000	Equipment received
High-speed photocopier and computer accessories	NS	EUSRAP	9,225,000	Sage Export	023/MEP/EU of 14/12/09	8,105,000	Equipment received
Office supplies and computer accessories	NS	Econ. Unit	10,000,000	Sté Becheri	026/MEP/EU of 28/07/10	9,831,000	Materials received on 30 July 2010
Office furniture and computer accessories for	NS	Audit Bench	10,000,000				Activity not implemented
SIGMP	NS	OCMP/SP M	10,000,000				Activity not implemented
Reproduction of PP Code of Ethics	NS	OCMP/SP M	10,000,000				Activity not implemented
Computer hardware for SIGASPE	IBI	EUSRAP	--				Activity not implemented
Reproduction and binding of Persons and Family Code	NBI	Min. of Social Action	31,210,000				Activity not implemented
Power generator	NBI	Econ. Unit	20,000,000				Activity not implemented

SERVICES (in CFAF)

Contract Name	Beneficiary of Component	Expected Amount (Appr. rep.)	Contractor	Contract No.	Actual Amount	Remarks
Design study for installation of the PP Information and Management System (SIGMP)	OCMP	132,750,000	X-VISION	012/MEP/EU/07	115,076,707	Activity implemented
Preparation of PARG I administrative	Econ. Unit	5,000,000	D. MAKANDA	009/MFEP/EU/07	7,000,000	Activity implemented

and financial management procedures manual						
Recruit. PP training school	OCMP	45,000,000	ISADE	032/MEP/EU/08	48,075,089	Activity implemented
Study of PP approval, award and execution system and procurement procedures manual	OCMP	31,000,000	P. EBANGA METE	028/MEP/EU/08	31,738,000	Activity implemented
PARG-I Audit (2006-2007-2008 and 2009 (5 months)	Econ. Unit	20,000,000	OSEF	027/MEP/EU/08	23,340,000	FY 2006, 2007 and 2008 reports approved by the Bank
Audit 7 months 2009 + closing audit			OSEF	Additional clause	7,220,000	2009 activity implemented. Report forwarded to the Bank. Closing audit is pending
Corruption perception survey	MCGEM	76.700.000	EURDO	029/MEP/EU/08	56.752.450	Activity implemented
Design of public information access strategy	SENAREC	55,500,000	MAGI Commun.	030/MEP/EU/08	49,780,000	Activity implemented
Consultancy services for procurement audit training	Audit Bench	24,000,000	N. Consulting	031/MEP/EU/08	24,110,000	Activity implemented
Recruitment of 9 IT specialists for SIGASPE	CESRAP					Activity implemented (payment of allowances)

Support in deepening the statutory and regulatory reform	CESRAP	30,300,000	Abdallah TRIKI	No.41/MEP/EU/09 17 Nov. 2009	28,403,000	Activity implemented. Final report awaited
Training on the performance assessment system	CESRAP	30,300,000	Sambe FALILOU	No.39/MEP/EU/0 17 Nov. 2009	29,209,765	Activity implemented. Final report awaited
Recruitment of national consultant to support OCMP in improving the quarterly PP bulletin	OCMP	4,000,000	Rakiss Bongo Gérard		3,750,000	Activity implemented
Preparation of Code of Ethics	MCGEM	30,000,000	Yezid Ould YEZID	No. 40/MEP/EU/09 9 Dec. 2009	28,009,363	Activity implemented. Final report awaited
Recruitment of national consultant to draft and assess the SNBG evaluation report	SENAREC	6,872,000	Djidengar Ndjendi Bassa	No. 46/MEP/EU/09	6,655,200	Activity implemented
Training of nine (9) IT technicians for SIGASPE	EUSRAP	22,246,313	IFPE	No. 55/MEP/EU/10 28 July 2010	(22,246,313)	Training ongoing
Recruitment of national consultant to improve the PP Code	OCMP	30,000,000			--	Activity not implemented
Preparation of HRM strategy and action	CESRAP	30,000,000			--	Activity not implemented

plan with a view to their transfer to user ministries.						
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**IMPLEMENTATION STATUS OF PROCUREMENT PLAN** (During the closing mission)

No.	CONTRACT HEADING	AMOUNT	IMPLEMENTATION STATUS	REMARKS
<b>GOODS CONTRACTS</b>				
1	Procurement of equipment for SIGMP			
	- Lot 1: Supply, installation of servers, software and network cabling	Lot 1: CFAF 283,469,000	The contract for Lot 1 is included in PAS and forwarded to the Bank (TDFO and Tunis). Acceptance of equipment done on 30 July 2010	
	- Lot 2: Procurement of computer hardware	Lot 2: CFAF 88,808,742	The contract for lot 2 came out of the Presidency on 30 July 2010.	
		Total: CFAF 372,277,742		
2	Computer hardware for the CROJOs of four major towns	CFAF 9,899,000	Bank's No-opinion obtained on 23/07/2010. The contract was signed on 26/07/2010. The equipment was received on 29/07/2010.	
3	Office furniture for CROJOs of four major towns in Chad.	CFAF 9,994,000	Idem	
4	Office furniture for SIGMP	CFAF 10,000,000	Procurement process not engaged	PARG's extension was necessary to enable the finalizing of the procurement of the equipment
5	Supply of computer accessories for SIGMP	CFAF10,000,000	Idem	
6	Multiplication of the Public Procurement Code of Ethics	CFAF10,000,000	Idem	The Code is being finalized.

7	Computer hardware for SIGASPE	CFAF 82,480,000	Idem	SIGASPE is not in place. Consequently, it is no longer possible to procure the equipment before the closing date of PARG
8	Procurement of computer hardware and accessories for MCCGEM	CFAF 6,740,000	Contract awarded and signed. Equipment was delivered on 30/12/09	Implemented
9	Procurement of a high-speed photocopier and computer hardware for the Ministry of Public Security	CFAF 8,105,000	Contract awarded and later signed on 14/12/09. Equipment was delivered on 15/01/2010	Implemented
10	Reproduction and binding of the Persons and Family Code	CFAF 31,210,000	Service procurement procedure not engaged.	Persons and Family Code is distributed, but not yet adopted. Reproduction of the Code is no longer possible before the closing date of PARG
11	Office supplies and computer accessories for the EU	CFAF 9,831,000	Bank gave its no-objection on 28/07/2010. Delivery was on 29/07/2010	
12	Procurement of power generator for the Economic Unit	CFAF 20,000,000	Procurement process not begun	As the EU was removed from its offices (Farcha Road), procurement of the generator is no longer necessary
13	Procurement of furniture for the Audit Bench	CFAF 10,000,000	Contract award proposal forwarded to the Bank, but not approved	No bidder fulfilled the required criteria. This procurement is no longer possible before the closing date of PARG
<b>CONSULTANTS</b>				
14	Support in deepening the statutory and regulatory reform (Mr. Abdallah TRIKI)	CFAF 28,403,000	Contract granted. Contract included in PAS	

15	Training in performance assessment system (PAS) (Mr. Sambe FALILOU)	CFAF 29,209,765	Idem	
16	Preparation of a human resource management (HRM) strategy and action plan with a view to transferring them to user ministries	CFAF 30,000,000	The process is not engaged	This contract cannot be concluded given the time remaining to project closing.
17	Training of 9 IT technicians for SIGASPE	CFAF 22,246,313	Implementation is ongoing	The Bank had given its no-objection opinion for this training, but the proposed procurement method (LRBE) was not respected. The contract was awarded based on 3 pro-forma invoices.
18	Recruitment of a national consultant to support OCMP in improving the public procurement bulletin	CFAF 3,750,000	Contract implemented	
19	Preparation of Public Procurement Code of Ethics	CFAF 28,009,363	Completed	
20	Recruitment of a national consultant to draft and assess the SNBG appraisal report	CFAF 6,655,200	Implemented	
21	Audit of PARG I 2009-2010 (Additional clause)	CFAF 7,220,000	Additional clause to the contract	
LAST PROCUREMENTS (Various Trainings and Workshops)				
22	Training of Messrs. Ousman CHIMI and Brahim Issa TIMAM (EUSRAP), Senegal	CFAF 9,790,000	Achieved	
23	OCMP Study trip for ARMP (4 executives), Mali	CFAF 12,200,000	Achieved	
24	Training of Mr. Laddy TCHE (SENAREC), B. Faso	CFAF 2,450,000	Achieved	

25	Experience swap – research (Mr. YAMBAYE, EU Coordinator)	CFAF 8,788,100	Achieved	
26	Seminar on project/programme negotiation strategy - method	CFAF 18,000,000	Achieved	
27	SNBG validation workshop	CFAF 4,680,000	Achieved	
28	Multiplication of SNBG validation report	CFAF 4,900,000	Achieved	

**SOURCES OF INFORMATION**

1. Programme Appraisal Report
2. Notes of supervision missions
3. Mission reports
4. Programme Audit Reports
5. Programme Progress Report
6. Technical assistant reports
7. PRSP Implementation Report

## Appendix 1

### Scoring Scale and Correspondence

SCORE	EXPLANATION
4	Very satisfactory - Fully implemented, flawless
3	Satisfactory – Most of the objectives were achieved despite a few shortcomings
2	Average - Project partially successful. Almost as many outputs as shortcomings.
1	Poor - Very few outputs with serious shortcomings
NA	Not applicable