

PROJECT COMPLETION REPORT (PCR)

A. PROJECT INFORMATION AND KEY DATES

I. BASIC INFORMATION

Project Number: P-SN-AB0-002	Project Name: Anambé Basin Rural Development Support Project (PADERBA)	Country: SENEGAL	
Loan Instrument(s): Loan N° 2100150000853		Sector: Agriculture, Irrigation	Category: Environmental II
Initial Commitment: UA 7 180 000	Amount Cancelled: UA 1 257 451 (for proposed cancellation)	Amount Disbursed: ADF : UA 5.922.549	% Disbursed ADF : 82.5 %
Borrower: Ministry of Economy and Finance of the Republic of Senegal			
Executing Agency: [Cite the key ministries, project implementation units, civil society agencies and organizations responsible for project implementation] Ministry of Agriculture through the Agricultural and Industrial Development Company of Senegal (SODAGRI). Project Team consisting of a coordinator, a monitoring and evaluation unit, and 4 divisions (Planning, Rural Development, Administration and Accounting, Training and Communication) for a total workforce of 48 persons, including 12 officers. Seven (7) Rural Councils (CR) for the implementation of the activities of Local Development Fund (FLD) and involvement in the implementation of various infrastructure (roads, livestock watering points, firebreaks, etc.) financed by a Support Fund (FA). Key partners: Agricultural Research Institute of Senegal (ISRA - research / development), National Agency for Agricultural and Rural Extension (ANCAR - extension), Ecological Monitoring Centre (CSE - environmental monitoring), Agricultural Modernization and Intensification Project (PMIA - credit), Water and Forestry Services (environmental awareness and action), Directorate of Inland Fisheries (DPC - Fisheries) BAMTAARE / SODEFITEX and IDE (literacy).			
Co-financiers and other External Partners: [Cite all the other sources of financing and the amounts, technical assistance or other sources used in the framework of the project] Estimates at Appraisal : Government: UA 1.10 million Beneficiaries through CR: UA 0.37 million			

II. KEY DATES

Project Concept Note Approved by Com. Ops.: Not applicable	Appraisal Report Approved by Com. Ops.: Not applicable	Approval by the Board of Directors: 25/04/2001
Restructuring : Not applicable, project not restructured ; however, it is worth noting that within the framework of the food crisis, UA 1.5 million was reallocated in July 2008 (UA 1.34 million actually disbursed) for the procurement of agricultural inputs and equipment for Anambé producers (see Annex 6).		

	Initial date	Actual date	Differential in months [actual date - initial date]
EFFECTIVENESS	January 2002	4 February 2003	13 months
MID-TERM REVIEW	December 2004	November 2007	35 months
CLOSURE	31 December 2008	31 December 2010	24 months

III. RATINGS SUMMARY

CRITERIA	SUB-CRITERIA	RATINGS
PROJECT OUTPUT	Achievement of Results	1.61
	Achievement of Outputs	1.70
	Adherence to Schedule	3.00
	OVERALL PROJECT OUTPUT	2.10
BANK PERFORMANCE	Design and Preparedness	2.64
	Supervision	2.33
	OVERALL BANK PERFORMANCE	2.49
BORROWER PERFORMANCE	Design and Preparedness	1.50
	Execution	1.60
	OVERALL BORROWER PERFORMANCE	1.55

IV. PROJECT OFFICERS WITHIN THE BANK

FUNCTIONS	AT APPROVAL	AT COMPLETION
Regional Director	E.G. Taylor-Lewis (OCDW)	F. Perrault (ORWB)
Sector Director	E.G. Taylor-Lewis (OCDW)	A. Abou-Sabaa (OSAN)
Task Manager	M. Mamadou Kane (OCDW.4)	X. Boulenger (OSAN.2/SNFO)
PCR Team Leader		X. Boulenger (Expert GR/SNFO)
PCR Team Members		X. Boulenger (GR), S.A. Nna Ebono (Financial Expert) F.S. Faye Ba (Disbursement Officer)

B. PROJECT CONTEXT

Give a summary of the rationale for Bank assistance. Narrative:

- what development constraint does the project seek to address,
- general strategy envisaged by the Borrower to remove this constraint,
- Bank activities in the country(ies) and in the sector during the last year and performance, and
- on-going activities funded by the Bank and other external sources, which complement, overlap with, or are similar to this project

Please cite the sources concerned. State whether you find this rationale to be strong and coherent.

[max.300 words All other pertinent remarks about

- The Kolda Region is among Senegal's poorest regions despite its enormous agricultural potential. The Anambé basin forms part of these high potential areas and Government interventions in the basin, initiated between 1982 and 1999 with the assistance of the Bank and other donors, had enabled the construction of two dams and the development of an extensive scheme of 4,180 ha, but with a relatively low level of intensification and improvement. The areas around the vast scheme have remained severely affected by poverty and insufficiently attended to by previous interventions. The project was thus designed to enhance land development and foster local development in the Anambé basin.
- The project fell within the framework of the agricultural policy and the policy letter on decentralized rural development, which aims to help reduce poverty in rural areas. The actions planned under the project were consistent with the Bank's strategy for Senegal, which focused on reducing poverty and targeted among its priorities water control and rural infrastructure.
- In 2010, the Bank intervened in Senegal's rural sector through two operations: the Local Small-scale Irrigation Support Project (PAPIL) and the Rural Development Support Project in Casamance (PADERCA). These projects involve irrigation infrastructure as well as food security through improved water control. The last portfolio review of Bank portfolio in Senegal in April 2009 (17 operations on-going) evaluated the aggregate performance of active operations at 2.01 out of 4 points. In the Anambé Region, there are very few major interventions financed by other donors. Only the Islamic Development Bank (IsDB) is involved in extension work on 820 hectares (uncompleted due to lack of resources).

C. PROJECT OBJECTIVE AND LOGICAL FRAMEWORK

1.	State the Project Development Objective(s) (as presented in the appraisal report)
	The sector goal of PADERBA is to contribute to reducing poverty and achieving food security through land development in the Anambé Basin and a sustainable increase in agricultural production and income.
2.	Describe the main project components indicating how each will contribute to the achievement of the project objectives
	<p>The Project is centred on four main components:</p> <p>(i) Local government support, notably through assistance to 7 CRs for the development and implementation of local development plans (PDL) and land use and distribution plans (POAS) for rural councillors' literacy and capacity building, setting up a local development fund (FLD) and upgrading about 100 km of feeder roads; this component is primarily aimed at strengthening the socio-economic environment of Anambé Basin CRs.</p> <p>(ii) Increased production, notably by reviving the development of the large Anambé scheme covering over 4,000 ha and reaching a cropping intensity rate of 130%, through the development of 200 ha of small irrigation schemes, and through livestock and fisheries development; through this component, the project intends to further develop the agricultural potential of the area, within an improved socio-economic context.</p> <p>(iii) Accompanying measures, through a credit fund, by supporting the marketing of rice and implementing a research and development programme; the activities of this component supplement those carried out under Component B, as regards boosting agricultural production.</p> <p>(iv) Project Management, to ensure coordination of all activities implemented.</p>

3. In a few words (no more than 2 sentences) evaluate the programme objectives from three angles: give an evaluation rating, using the rating scale provided in Annex 1.

CHARACTERISTICS OF PROGRAMME OBJECTIVES		EVALUATION	RATING
RELEVANT	a) Relevant in terms of consistency with the country's development priorities	The sector goal of the Project is consistent with the objectives of Senegal's Growth and Poverty Reduction Strategy Paper (GPRSP II). The specific objectives and related activities are directly in line with two thrusts of PRSP II, namely "wealth creation" and "decentralized and participatory development", and indirectly with the thrust "promoting access to basic social services."	4
ACHIEVABLE	b) Objectives adjudged to be achievable vis-à-vis the inputs to the project and the timeframes envisaged.	In principle, the goals were achievable in six years, although in practice, the institutional context of the Project and the process of empowerment of CR as well as producers presented real challenges for effective application and implementation according to schedule.	2
COHERENT	c) Consistent with the Bank's national or regional strategy.	The Project was consistent with Bank Group's intervention strategy which aimed to contribute to accelerating economic growth so as to reduce poverty. Notably, this strategy focused on reducing the vulnerability of farming activities and agricultural diversification. Furthermore, the Project was consistent with the RBCSP 2005-2008 pillar on improving the business environment, through close involvement of local stakeholders and the pillar on strengthening basic infrastructure, particularly through feeder roads and various water schemes.	4
	d) Consistent with the Bank's overall priorities.	The project objectives are consistent with the Bank's infrastructure development and local governance approach, and are geared towards improved food security and poverty reduction.	4

4. Present the logical framework. If there is no logical framework, fill in the table below, indicating, with regard to the project's overall objective, the main project components, the key activities under each component, and the expected results and outputs as well as the indicators for measuring achievement of results. If necessary, create additional rows for components, activities, results or outputs

Note: Considering the design of the initial Project Matrix, there was a need to reformulate the logical framework in the form of the following table which uses information from the appraisal report while restructuring it by component, for better coherence and usage.

OBJECTIVES	DESCRIPTION	EXPECTED RESULTS	EXPECTED OUTPUTS	MEASURABLE INDICATORS
Sector goal	Contribution to poverty reduction and food security	The percentage of the population living below the poverty line drops from 53% to 28% at the end of the project. Agricultural produce protected from weather hazards cover about 10% of needs in Kolda Region.	The living conditions of producers in Anambé and people in rural communities concerned by PADERBA improved.	Poverty rates in the Project area

Project objectives	Sustainable increase in farm production and income is expected.	Expected additional production of 4,800 tons of rice, 1,200 tons of sorghum, 2,120 tons of maize, 4,950 tons of market gardening crops, 472 tons of red meat and 35 tons of white meat. Income increased by at least 95% for operators of large schemes (CFAF 1,500,000), 74% for operators of small schemes (CFAF 855,000) and 28% for rain-fed crop farmers (CFAF 628,000).	The different categories of farmers increase their production levels substantially and their income improves significantly	Increased crop and animal production in tons and increase in farmers' income in % and in CFAF
OBJECTIVES	DESCRIPTION	EXPECTED RESULTS	EXPECTED OUTPUTS	MEASURABLE INDICATORS
<u>Component A</u> Local government support	Support to rural councils	1.1 PDLs are drawn in 7 CR, and POAS are developed for 5 CRs.	1.1 CR are better equipped to plan their development activities at local level.	1.1 Participatory approach used to develop PLDs, and effective availability of POAS.
		1.2 Rural councils and producers are literate (2,000 persons), and rural councils are trained in management.	1.2 The rural councillors and producers are better equipped to assume their responsibilities at the local level, notably in management.	1.2 Number of training sessions organized, number of persons literate and trained, involvement of rural councillors in local affairs.
		1.3 A Local Development Fund (FLD) of CFAF 840 million is put in place allowing the provision of basic socio-economic infrastructure for 7 CRs.	1.3 The 7 CRs are familiar with the project management practice and socio-economic infrastructure is built and improves the living conditions of the people.	1.3 Number of FLD contracts signed, number of infrastructure built, functionality and effective use of socio-economic infrastructure in place, effective contribution of CRs.
		1.4 100 km of rural roads are provided according to required technical standards.	1.4 The rural roads provide improved conditions for movement of people and easier access to basic services.	1.4 Number of km of rural roads completed, quality of roads, number of people and basic infrastructure benefiting from improved access.
	Support to professional organizations	1.5 The capacity of farmer organizations (179 GIEs, five GIE unions, a federation of unions) is strengthened	1.5 The professional organizations play their role in agricultural development dynamics, and in the	1.5 Number of training sessions provided, number of people trained, level of involvement of FOs in various agricultural and

		in organizational management and in outreach skills through various training sessions.	management and maintenance of the Anambé scheme.	local development initiatives number of services empowered and managed in a participatory manner by producers.
		1.6 The headquarters of the Producers' Federation (150 m2) is built and equipped.	1.6 The Producers' Federation is active and empowered in the Anambé Basin.	1.6 Effective construction and equipment of the building, number of meetings held at the headquarters of the federation, number of tasks undertaken by the federation.
		1.7 A study leading to the establishment and implementation of a water pricing and management system is conducted at the Anambé scheme, training is provided on water management.	1.7 Irrigation of Anambé scheme and water management are handled efficiently and responsibly by the producers, an adapted tariff system is put in place and applied.	1.7 Results of the study available, number of training sessions delivered, collection of water charges (%), organization of water towers, functionality of pumping equipment and irrigation network.
	Natural resource management	1.8 An environmental awareness and education programme is conducted for CRs, rangeland marked out.	1.8 The CRs are more aware of environmental issues and in their respective council areas undertake pro-environmental activities.	1.8 Number of training sessions organized, number of elected officials trained, number of kilometres of rangeland developed, number of pro-environmental initiatives undertaken by the CR.
		1.9 Inter-village bush fire control committees and a 140 km firebreak are established.	1.9 The inter-village committees contribute actively to control bush fires, incidents of which decrease.	1.9 Number of km of firebreaks, number of committees set up and functional, decline in bushfires (% and ha).
		1.10 A village afforestation programme is carried out at the CR covering a total area of 350 ha, under the supervision of forestry services.	1.10 Village woodlots are established with the support of forestry services and are properly managed in the 7 CR.	1.10 Effective signature of the Protocol Agreement with the forestry services, area of woodlot established (ha), plant survival rate (%).
		1.11 An ESMP is developed and an agreement is signed with the Ecological Monitoring Centre (CSE) for project environmental monitoring.	1.11 The actions contained in the ESMP are implemented by the project and are monitored by the SSC.	1.11 Effective signature of the agreement with the CSE, compliance with mitigating measures envisaged, results of monitoring parameters.

<p><u>Component B</u></p> <p>Increased production</p>	<p>Development of agricultural production</p>	<p>2.1 An advisory support and training system is put in place for technical managers and producers, notably for improved rice cultivation and diversified crops.</p>	<p>2.1 The productivity and cropping intensity rate of the large Anambé scheme have increased (targets of 6t/ha and 130%), the cereal acreage corresponds to the potential of the scheme (4180 ha).</p>	<p>2.1 Cereal acreage (ha) and cropping intensity rates, yield (tons / ha) and production (tons) levels</p>
		<p>2.2 The rice seed sector is organized (multiplication, packaging, storage, certification, distribution, etc.), Three seed storehouses and three drying yards are built.</p>	<p>2.2 Quality rice seeds multiplied, stored and certified every year, and are widely distributed, contributing to higher yields in the scheme.</p>	<p>2.2 Effective construction of 3 stores, number of seed multiplying GIEs trained and active, operational capability of the DRDR seed certification laboratory in Kolda, number of tons of seeds produced, certified and distributed, rate of access to quality seeds produced locally.</p>
		<p>2.3 Eight small-scale irrigation (SSI) schemes totalling 200 ha are established in 3 CR, and are intended primarily for women.</p>	<p>2.3 Many women benefit from the development of 200 ha SSI</p>	<p>2.3 Number of and area covered by (ha) small irrigation schemes, production (tons) and income (CFAF) from the SSI, number of women concerned.</p>
		<p>2.4 In dry farming, advisory support measures are taken, agro-forestry and SMC / DRS techniques are disseminated.</p>	<p>2.4 Dry farming plots benefit from increased productivity thanks to advisory support and popularized erosion control techniques.</p>	<p>2.4 Number of technical modules disseminated, number of farmers trained, area treated using erosion control techniques (ha).</p>
	<p>Livestock development</p>	<p>2.5 Training and supply of livestock health inputs</p>	<p>2.5 The capacity of veterinary health workers and stockbreeders has increased and veterinary health coverage is improved.</p>	<p>2.5 Number of training sessions provided, number of people trained, number of animals receiving health procedures, livestock increase.</p>
		<p>2.6 Seven vaccination yards are established (1 per RC)</p>	<p>2.6 Livestock are healthier due to improved immunization coverage.</p>	<p>2.6 Number of vaccination yards built, number of animals vaccinated, livestock mortality.</p>
		<p>2.7 Stock watering infrastructure is built (5 dugouts and 20 wells).</p>	<p>2.7 Livestock have better watering conditions, and farmer/livestock farmer conflicts are reduced.</p>	<p>2.7 Number of dugouts, number of wells constructed, number of animals with access to new watering points.</p>

		2.8 Advisory support operations are conducted for stockbreeders.	2.8 The capacity of stockbreeders is strengthened and livestock production is increased.	2.8 Number of training sessions provided, number of trained farmers, increase in livestock production (tons).
		2.9 Actions relating to genetic improvement, dairy production, cattle and sheep fattening, improved poultry farming are promoted through the credit component.	2.9 The farmers benefit from projects financed on credit, thanks notably to improved livestock production.	2.9 Number of people and livestock projects granted credit, volume of credit granted, increase in income of promoters (CFAF).
	Development of inland fishing	2.10 Training sessions and organizational support are provided to fishermen, as well as credit for equipment.	2.10 Fishermen's capacity is enhanced and fishermen are better organized and equipped.	2.10 Number of training sessions provided, number of trained fishermen, number of GIE created and functional and number of equipment acquired.
		2.11 The reservoirs and borrow sites are stocked in conjunction with the DPCA.	2.11 Fishing activities are strengthened, the fishery resources increase.	2.11 Effective signature of protocol with DPCA, number of ponds stocked with fish, number of fry reared, and fisheries production (tonnes).
<u>Component C</u> Support measures	Credit put in place	3.1 3.1 A credit fund of CFAF 850 million and a guarantee fund of CFAF 150 million are put in place at the PMIA to support the financing of agricultural activities (inputs, equipment, AGR, etc..) in the Anambé Basin.	3.1 The producers (farmers, stockbreeders, fishermen) have easier access to credit and can acquire adapted inputs and equipment .	3.1 Number and type of projects financed by credit, volume of credit granted and credit recovery rate.
		3.2 The office of the Anambé Credit Union (MECA) is built and equipped.	3.2 MECA is functional and grants credit to producers regularly and on good terms.	3.2 Effective construction and equipment of the MECA office, effective functionality of MECA, number of members, volume of credit granted.
	Rice marketing support	3.3 A study to promote the marketing of rice is conducted, an inter-professional committee of the rice sub-sector is set up in the Anambé Basin.	3.3 Rice sub-sector stakeholders are better organized and the rice industry is generally improved (production, processing, marketing, etc.).	3.3 The results of the study on the marketing of rice is available and used, effective establishment of the inter-professional committee on the rice sub-sector, rice production processed locally (tons), number of marketing channels established.

		3.4 Information and communication actions are conducted to promote consumption of local rice.	3.4 The local rice is better known and consumed.	3.4 Number of radio spots aired, percentage of rice production consumed locally.
	Research and development programme	3.5 A research and development Programme is implemented concerted through an agreement signed with ISRA.	3.5 The research results are disseminated among farmers and contribute to improved yields and crop diversification.	3.5 Agreement with ISRA effective, number of research programmes conducted, range of technologies disseminated among farmers.
<u>Component D</u> Project management	Establishment of a project management, coordination and monitoring mechanism	4.1 The PADERBA Coordination Unit (CCP) is established within the Technical Directorate of SODAGRI in Soutoura.	4.1 The services provided by the PMU are consistent with its mandates under PADERBA, and the employees are fully empowered and operational.	4.1 CCP employees are recruited, schedule and timetables observed, execution of components consistent with targets.
		4.2 The CCP is equipped with computer hardware and vehicles, and buildings are rehabilitated.	4.2 The PMU is efficient and fully operational in monitoring and managing PADERBA activities.	4.2 Logistics and equipment acquired, level of execution and monitoring of the Project compliant.
		4.3 Financial management, monitoring/evaluation and steering tools are put in place and operational.	4.3 Project management is efficient, and activities and results are properly monitored.	4.3 Financial management and accounting software put in place, audits conducted on time and approved, monitoring and evaluation system operational, steering committee meeting regular and active.

5. For each dimension of the logical framework, indicate briefly (no more than 2 sentences) to what extent the logical framework contributed to the achievement of the under-mentioned objectives. Give an evaluation rating using the rating scale provided in Appendix 1. If there is no logical framework, enter a rating of 1.

CHARACTERISTICS OF THE LOGICAL FRAMEWORK		EVALUATION	RATING
LOGICAL	a) Sets out a logical causal progression towards achievement of the project's development objectives	The components complement one another logically to progress towards achieving the development objectives at the agricultural and local levels. A number of activities are sometimes presented in a way that makes them seem unrelated to the context of the scheme, although the geographically limited area and targeting of the 7 CRs help to ensure overall coherence.	3
MEASURABLE	b) Sets out objectives and outputs in a way that makes them measurable and quantifiable.	The key objectives are set out in terms of production and income. However, the initial logical framework is not exhaustive and some results are not precisely quantified (capacity building, empowerment, credit component, FLD component, research and development).	2
DETAILED	c) Mentions critical risks and assumptions.	The risks identified are quite relevant (SODAGRI's role, decentralization, land tenure, marketing, credit) and indeed proved to be constraints on implementation. Nonetheless, the risk associated with institutional arrangements and political will to assist seems generally under-estimated.	3

D. RESULTS AND OUTPUTS

I. RESULTS OBTAINED

In the table below, evaluate, for each main activity, the outcomes compared to the estimated results, based on the logical framework in Section C. Rate the extent to which the expected results were achieved. Calculate the weighted ratings as an approximate proportion of the cost of the project activities. The total of the weighted ratings will display automatically and will correspond to the total of the weighted ratings. Ignore the automatically-generated rating if desired, giving reasons.

MAIN ACTIVITIES		Evaluation Rating (1 to 4)	Proportion of Project Cost (% as stated in the appraisal report)	Weighted rating
Expected Results	Results Obtained			
Component A: Local government support				
Support to rural councils				
1.1 PLDs are drawn up in 7 CR, and POAS are developed for 7 CR	1.1 4 PLDs and 7 POAS were developed in a participatory manner. The other 3 PLDs were developed by other projects.	3	0.028	0.085
1.2 The rural councils and producers are literate (2,000 persons), and rural councils receive management training	1.2 The literacy programme was carried out only partially through two campaigns (2006 and 2010) and reached about 2,000 auditors, of which 60% women.	3	0.014	0.042
1.3 A Local Development Fund	1.3 Due to delays in implementing	1	0.126	0.126

(FLD) of CFAF 840 million is put in place and enables the provision of socio-economic infrastructure for 7 CRs	the FLD aspect (difficulties in developing a procedures manual and CBD and insufficient involvement of the PIU and taking into account the food crisis, the FLD was reduced to CFAF 350 million, which in 2010 helped to fund 17 micro-projects totalling approximately CFAF 202 million.			
1.4 100 km of rural roads are provided according to required technical standards	1.4 82 km of rural roads have been provided (final acceptance in 2008) according to satisfactory technical standards; the budget allocated did not enable achievement of the quantitative targets.	3	0.111	0.332
Support to vocational organizations				
1.5 The capacity of farmer organizations (179 GIEs, 5 GIE unions, a federation of unions) is strengthened in organizational management and outreach / communication skills through various training sessions	1.5 A training plan was developed. Farmers' organizations received some ad hoc training and made a number of study trips, but the programme scope remained well below initial projections.	1	0.066	0.066
1.6 The headquarters of the Producers' Federation 150 m2) is built and equipped	1.6 The headquarters of the Federation was built and equipped.	4	0.005	0.021
A study leading to introduction and implementation of a water pricing and management system is conducted in the Anambé scheme, training on water management is provided.	The study on water pricing and management was conducted (results delivered in January 2005) and software to calculate the cost of water was designed. A rational tariff system is being implemented.	2	0.004	0.009
Natural Resource Management				
1.8 A programme of environmental awareness and education is conducted for CRs, livestock rangelands are marked out	1.8 No major programme was successfully implemented due to problems encountered in the procurement process (budget overrun) and in planning; however 78 locally elected officials benefited from training on forest legislation and skills transfer in NRM.	1	0.011	0.011
1.9 Many inter-village bushfire control committees are created and 140 km of firebreaks are put in place	1.9 60 inter-village bushfire control committees received training in 2007 and 2010. No firebreak could be created due to procurement problems (failure of successful bidder, failure of new competitive bidding twice), despite the active involvement of forestry authorities.	2	0.009	0.009

1.10 A village afforestation programme is conducted in the CR over a total area of 350 ha, under the supervision of the forestry authorities	1.10 With the support of the forestry authorities (agreement signed in April 2004), only an area of 40 ha was reforested (15 acres of village woodland and 25 ha for agroforestry); problems of internal management and planning are largely responsible for the poor results obtained.	1	0.006	0.006
1.11 An ESMP is developed and an agreement is signed with the Ecological Monitoring Centre (CSE) for project environmental monitoring.	1.11 An ESMP project was developed and the agreement with the CSE signed. Its implementation suffered somewhat from suspension of disbursement.	2	0.009	0.018
Component B: Increased Production				
Development of Agricultural Production				
2.1 An advisory support and training mechanism is put in place for technical managers and producers, notably targeting improved rice farming and diversified crops	2.1 An agreement was signed with ANCAR in July 2003 but its implementation has been weak (one training session in market gardening techniques), due to lack of monitoring by the Project and problems funding the special account.	1	0.057	0.057
2.2 The rice seed subsector is organized (multiplication, packaging, storage, certification, distribution, etc.), three storehouses and three seed drying yards are constructed.	2.2 Three storehouses and three drying yards were constructed (acceptance May 2008), the DRDR seed laboratory at Kolda was equipped, a mobile seed packaging unit was procured in 2005 (operational in 2009); 6 seed growers were trained and operate in the Anambé Basin.	4	0.021	0.084
2.3 Eight small-scale irrigation areas (SSI) totalling 200 ha are established in 3 CRs, and are intended primarily for women	2.3 The studies on 100 ha of SSI were delivered late (failure of the office and insufficient monitoring by the PIU), making it impossible to invite bids thereon. CBD should be utilized by PAPIL (ADF funding), which also operates in this region.	1	0.048	0.048
2.4 In dry farming, measures to back up advisory support are taken, agroforestry techniques and SMC / DRS are disseminated	2.4 Only a few advisory support measures were taken for dry farming. No CES / DRS technique was disseminated.	1	0.001	0.001
Livestock development				
2.5 Training sessions and provision of livestock health inputs	2.5 The project contributed to veterinary health monitoring (prevalent diseases in the area), training materials and demonstration equipment were procured belatedly (2010).	2	0.012	0.023

2.6 Seven vaccination yards are set up (1 per RC)	2.6 No vaccination yard was established; this action was no longer deemed a priority for the CR and PADERBA as Senegal was declared rinderpest-free in 2005, leading to discontinuation of the national immunization programme.	1	0.002	0.002
2.7 Livestock watering infrastructure is built (5 dugouts and 20 wells)	2.7 5 dugouts were provided and 20 wells constructed, but their acceptance was much delayed (late 2010).	3	0.040	0.119
2.8 Advisory support actions are undertaken for stockbreeders	2.8 Support in structuring and strengthening of GIE and the union of farmers, two training sessions were held for 25 breeder GIEs, in conjunction with ANCAR. Advisory support was provided through two livestock consultants under the project.	2	0.011	0.022
2.9 Genetic improvement, dairy production, cattle and sheep fattening and improved poultry farming are promoted through the credit component	2.9 PADERBA contributed to monitoring insemination programmes implemented by other partners. Only 18 cattle fattening and marketing projects could be implemented (2006). Due to difficulties encountered by MECA, the credit component was closed in 2007 (see Section 3.1).	1	0.003	0.003
Development of inland fisheries				
2.10 Training and organization support as well as credit for equipment are provided to fishermen	2.10 Under the protocol, equipment was procured for the DPC. Some training in fish farming and aquaculture was provided by the DPC. No equipment credit was granted fishermen (see 3.1).	2	0.005	0.010
2.11 The reservoirs and borrow sites are stocked with fish in conjunction with the DPCA	2.11 Only twelve ponds were stocked in the area and 5 aquaculture cages were put in place. 12,000 fry were acquired in 2010. However, fattening and stocking could not be properly carried out due to problems in funding the special account.	2	0.006	0.012
Component C: Support Measures				
Provision of credit				
3.1 A credit fund of CFAF 850 million and a guarantee fund of CFAF 150 million are established at the PMIA to support the financing of agricultural activities (inputs,	3.1 The credit funds were established at the PMIA. In 2005 and 2006, CFAF 150.6 million was provided to MECA to finance 108 projects. On account of problems	1	0.144	0.144

equipment, AGR, etc.) in the Anambé Basin	encountered by MECA to repay the PMIA, the credit component stalled in 2007. To date, only CFAF 60.9 million has been recovered. Owing to these difficulties, CFAF 650 million was reallocated for the food crisis in 2008.			
3.2 The office of the Anambé Credit Union (MECA) is built and equipped	3.2 The MECA office was built in Kabendou and received equipment from the project (2 PCs and 9 mopeds)	4	0.005	0,020
Support to rice marketing				
3.3 A study to promote the marketing of rice is conducted, an inter-professional committee of the rice sub-sector is put in place in the Anambé Basin	3.3 The study on the promotion of marketing of local industries was submitted in January 2010, but has not been explored; a real rice sub-sector inter-professionalization plan does not yet exist in the Anambé Basin.	2	0.006	0,013
3.4 Information and communication activities are conducted to promote consumption of local rice	3.4 Broadcasts and sensitization on the rice subsector were conducted through local radio. Various measures were also taken (participation in national and international fairs, advertising space, etc.).	3	0.002	0.005
Research and Development Programme				
3.5 A research and development programme is implemented through an agreement signed with ISRA	3.5 An agreement was signed with ISRA in June 2005, but its implementation was severely hampered by the suspension of disbursements in late 2008 and by lack of monitoring; actions were undertaken in 2010; an experimentation of 40 varieties of NERICA rice was conducted in 2009 in partnership with ADRAO.	2	0.013	0.026
Component D: Project Management				
Establishment of a Project management, coordination and monitoring mechanism				
4.1 The PADERBA Coordination Unit (PCC) set up within the Technical Directorate of SODAGRI at Soutoura is fully empowered and has the resources to operate	4.1 The PCC was established in January 2002. The team was rarely complete due to many withdrawals. There were 3 successive coordinators. Administrative and financial autonomy started only as from 2008 (see mid-term review). The project was subject to repeated suspensions (32 months) and the	1	0.172	0.172

	team could not have all the necessary resources at the appropriate time.			
4.2 The CCP is equipped with computer hardware and vehicles, and CCP buildings are rehabilitated	4.2 The work camp offices and buildings were rehabilitated; equipment and vehicles were procured at start-up and were supplemented at the end of the project.	3	0.029	0.088
4.3 Financial management, monitoring and evaluation and monitoring tools are put in place and operational	4.3 The computerized monitoring and evaluation system was inoperative. The accounting system was set up late (late 2009). No steering committee met during the first five years.	1	0.034	0.034
GENERAL RATING OF RESULTS [corresponds to the total of weighted ratings]				1.61

II. OUTPUTS / IMPACTS OBTAINED

1. Using available data on monitoring, evaluate whether the expected outputs have been achieved. Import the expected outputs from the logframe presented in Section C. Give a rating of 1 for the extent to which the expected outputs have been achieved. The overall rating of outputs will be calculated automatically and will correspond to the average of the evaluation ratings. Ignore the automatically calculated rating if desired, giving reasons.		
OUTPUTS		Evaluation rating
Projections	Outcomes	
Sector Goal: Contribute to Poverty Reduction and Food Security		
The living conditions of Anambé producers and the rural communities reached by PADERBA are improved.	It is unclear whether the impact of PADERBA in improving living conditions is really noticeable. There are mixed testimonies from producers and populations.	na
Project Objectives: Sustainable Increase in Farm Production and Income		
The different categories of farmers have significantly increased their production levels as well as their income.	The yields have increased in recent years but in proportions much lower than initially expected. No significant enrichment of the farmers.	na
Component A: Local Government Support		
1.1 The CRs are better equipped to plan their development activities at the local level	1.1 The 7 CRs have LDP and POAS developed in a participatory manner, their periodic updating is still necessary. However, the implementation of POAS remains difficult as it requires increased sensitization of the people.	2
1.2 The rural councillors and producers are better equipped to assume their responsibilities at the local level, particularly in management	1.2 The literacy programme enabled capacity enhancement for rural councillors and producers, but such enhancement was limited due to an only partial implementation of the training programme (3 out of 4 campaigns initially planned).	2

1.3 The 7 CRs are familiar with project management practice and socio-economic infrastructure are built and improve the living conditions of populations	1.3 The 7 CRs successfully completed 17 micro-projects of the FLD which helped to strengthen their project management capacity. However, the reduction of the amount allocated for the FLD and the implementation difficulties significantly reduced the expected impact of this aspect. They had difficulties mobilizing their counterpart funds. Infrastructure was delivered at the very end of the project and is in fact yet to have the desired impact.	2
1.4 The rural roads provide improved travel conditions and easier access to basic services	1.4 7 CRs generally benefited from improved access and movement on the roads provided. However, maintenance conditions need to be improved through a national comprehensive reflection on the financing of rural roads maintenance.	3
1.5 The vocational organizations play their role in the agricultural development process, and in management and maintenance of the Anambé scheme.	1.5 The non-implementation of the training plan has affected the capacity building of FOs. The latter are involved in managing and maintaining the Anambé scheme, but are not sufficiently skilled and organized to be autonomous. The required tools for the transfer of responsibility and professionalism of the producers are not in place.	1
1.6 The Producers' Federation is an active and empowered stakeholder in the Anambé Basin	1.6 The Producers' Federation is still in place, but does not play the expected role. It should be noted that a dissident organization was born following the creation of village sections; this generated some tensions and disrupted the group dynamics.	1
1.7 The irrigation of the Anambé schemes and water management are handled efficiently and responsibly by producers	1.7 A water cost is established annually by SODAGRI, but there is still need to ensure better rationalization while involving the producers. Water management is still carried out by SODAGRI. Low levels of network and scheme maintenance and rehabilitation are constraints on the efficient management of irrigation.	1
1.8 The CRs are more aware of environmental issues and engage in pro-environmental actions	1.8 As not all the environmental awareness and protection actions could be undertaken (some actions were undertaken by the forestry authority), the impact of PADERBA in this area has been limited.	2
1.9 The inter-village committees contribute actively to the control of bush fires, incidents of which have reduced	1.9 Many village committees were revitalized and have benefited from training through the water and forestry department. However, programme implementation has limited their intervention.	2
1.10 Village woodlots are established with the support of the forestry authorities, and are properly managed in 7 CRs	1.10 Due to the weakness of the quantitative results (11% of the targets), it was not possible to have the desired impact.	1
1.11 The actions outlined in the ESMP are implemented by the project and are properly monitored by the CSE	1.11 Some actions in the ESMP were not implemented due to difficulties encountered in the context of environmental protection measures. The CSE was able to monitor the ESMP, with occasional difficulties related to suspension of disbursements.	2
Component B: Increased Production		
2.1 The productivity and cropping intensity rates of the greater	2.1 The cereal acreage (rainy + dry season) reached 1,150 ha on average for the period (2001-2005) and 2,250 ha for the	2

Anambé scheme are increased (targets of 6t/ha and 130%), the cereal acreage corresponds to the potential of the scheme (4180 ha)	period (2006-2010), representing cropping intensity rates of 28% and 54 %. To date, the maximum cereal acreage has been 3,279 ha in 2009 (a 78% intensity rate). Yields have increased overall from 3 to 4.5-5 tons/ha, although an effort should be made to improve yield projection. However, it should be noted that the full exploitation of the scheme (4,180 ha) requires rehabilitation works (diking) of the plots adjacent to the reservoir, pumping station, etc.), due to chronic lack of maintenance.	
2.2 Quality rice seed multiplied, stored and certified every year and are widely distributed, contributing to higher yields within the scheme	2.2 Thanks to action undertaken in terms of structuring the seed groupings, procurement of equipment (mobile packaging unit and laboratory), producers of the basin were able to have certified and packaged seeds. NERICA varieties started being distributed through demonstration plots and community seed production.	3
2.3 Many women benefit from the development of 200 ha of SSI	2.3 The SSI schemes were developed under PADERBA, but it is expected that the 100 ha studied can be achieved through the implementation of PAPIL. No impact has been generated to date.	1
2.4 Dry farming plots benefit from increased productivity due to popularized erosion-control techniques	2.4 No erosion-control technique was popularized, and hence there were no productivity gains in this area.	1
2.5 The capacity of veterinary health workers and stockbreeders is enhanced and veterinary health coverage is improved	2.5 The provision of two livestock consultants contributed to improved livestock health coverage. Due to the late delivery of teaching and demonstration materials, no benefits have been derived from them to date.	2
2.6 Livestock are healthier due to improved immunization coverage	2.6 The non-construction of vaccination yards and the absence of alternative solutions have failed to contribute to increasing livestock vaccination coverage.	1
2.7 Livestock watering has improved and farmer/livestock farmer disputes are reduced	2.7 The livestock watering conditions have actually improved (51 170 heads of cattle concerned), but community management of the water infrastructure newly put in place requires support actions targeted at the groupings.	3
2.8 The capacity of farmers is strengthened and livestock production is increased	2.8 Due to the weakness of the training programme, the expected level of capacity building could not be achieved.	1
2.9 The stock farmers benefit from projects financed on credit through improved livestock production	2.9 The 18 fattening and marketing projects funded through credit helped overall to generate additional revenue for producers. However, the closure of the credit component from 2007 notably limited the expected impact in this area of intervention.	1
2.10 Fishermen's capacity is enhanced and fishermen are better organized and equipped	2.10 The implementation of the agreement with the DPC having been partial, capacity building was rather limited. However, actions initiated by PADERBA helped to trigger some momentum in the Basin.	2
2.11 Fishing activities are strengthened, fishery resources are increased	2.11 The level of support provided to the sector having been relatively low, the impact of interventions on the development of fisheries was limited. However, there has been a noticeable	2

	increase in the catch volume and a better observance of fishing standards.	
Component C: Support Measures		
3.1 The producers (farmers, stockbreeders, fishermen) have easier access to credit and can acquire suitable inputs and equipment	3.1 The difficulties encountered with MECA led to the discontinuation of PADERBA's credit interventions. More generally in the area, there is limited access to credit for farmers, due notably to the reluctance of financial institutions (including CNCAS) to grant credit, because of past failures (numerous debts), and a certain "culture of non-repayment" exacerbated by the recurrent cancellation of debts by the State. However, thanks to measures taken in the context of the food crisis, farmers were able to have easier access to inputs and equipment.	1
3.2 MECA is functional and regularly grants credit to producers.	3.2 MECA granted credits through the PMIA between 2005 and 2006 (108 projects worth CFAF 150,687,496), but could only recover CFAF 60,986,280 (39%), leading to the closure of the credit component in late 2006. To date, MECA is not operational and an audit has been commissioned.	1
3.3 Rice sub-sector stakeholders are better organized and the rice sub-sector is generally enhanced (production, processing, marketing, etc.).	3.3 Three (3) private rice mills have been developed, but the rice industry continues to face marketing problems in general. The lack of a significant annual and stable production makes it difficult to set up a real marketing system.	2
3.4 Local rice is better known and consumed	3.4 Some initiatives were taken by local rice mills, for bagging the rice processed under the label "riz du bassin d'Anambé" (Anambé Basin rice). Physical demand far exceeds supply, regularly resulting in stockouts in marketing organizations.	3
3.5 Research results are disseminated among farmers and contribute to improved yields and diversification.	3.5 The NERICA rice varieties tested in 2009 were distributed to farmers in 2010. Delays and difficulties in implementing the agreement concluded with ISRA did not enable a complete dissemination of research results among farmers.	2
Component D: Project Management		
4.1 The performance of the CCP is consistent with its mandates under PADERBA, and the workers are fully empowered and operational	4.1 Some recurrent problems were encountered following the establishment of the CCP, due to frequent staff turnover, inadequate coordination, insufficient clarification and delegation of responsibilities. Some improvements were noted towards the end of the project.	2
4.2 The CCP is effective in monitoring and managing PADERBA activities	4.2 The operational mechanism in place was able to track and manage PADERBA activities with the expected efficiency. Many difficulties were noted in empowerment, management and monitoring.	1
4.3 Project management is effective, and the activities and results are properly monitored	4.3 The project overall suffered financial management and accounting problems, causing suspension of disbursements and delays, and the monitoring and evaluation mechanism put in place did not ensure efficient planning of activities and measurement of results.	1
OVERALL RATING OF OUTPUTS [Corresponds to the average of the evaluation ratings]		1.70

2. Other outputs: Comment on any other additional outputs that were not planned in the logframe and which concern, in particular, crosscutting issues (e.g. gender).

In the irrigated areas, it is worth noting that women constitute about 30% of the individual farmers. Anambé Basin women are engaged in rice farming, market gardening, livestock fattening, petty trade, agricultural produce processing, sewing etc. Through the line of credit, about forty projects for women were funded: (i) 8 millet mills were set up, (ii) 32 business projects were financed and mostly by women, and (iii) 2 restaurant projects. The petty trade businesses have recorded the best repayment rates (97%). However, the premature termination of the credit component, implemented through MECA, limited credit opportunities for women's income-generating activities. Regarding literacy, women have benefited from the programme run by BAAMTARE (about 1,200 learners). Since 2008, PADERBA has been working to promote the activities of producers in the valleys and plateaus through data collection, advocacy, advisory support and distribution of new seed varieties. These actions are aimed at improving productivity in the valleys and broadening the scope of SODAGRI intervention.

3. Risks to the sustainability of the outputs obtained. Underline the factors that affect, or could affect, the project outputs in the long term or their sustainability. Mention any new activity or institutional changes that may have been recommended to ensure sustainability of the outputs. Refer to the sensitivity analysis in Annex 3, if relevant.

At project completion, it is clear that the primary objectives of the project (empowerment of the producers of the Anambé Basin) has not been reached and in many areas (water management, tillage, harvesting, etc.), it is still SODAGRI that has run and managed these services. Many producer training sessions were not provided. Furthermore, some tension was noted between FOs (unions and village sections), which constitutes an impediment to effective transfer of responsibilities and overall cohesion.

Property (office furniture, MECA and FEPROBA head offices, storehouses, drying yards, motorcycles and computer equipment) acquired under PADERBA for FEPROBA and MECA members will have to be handed over to them permanently by SODAGRI.

Regarding livestock watering infrastructure which was completed at the very end of the project, arrangements are needed to organize watering point management and maintenance, by involving the farmers' groups and rural communities concerned. The same applies to FLD infrastructure (classrooms, village health stations, water points, etc.) and rural roads that will require local level financing.

The credit mechanism as envisaged proved defective (due mainly to internal problems faced by MECA) and to date the problem of access to credit for Anambé producers remains unresolved, worsened by the different types of debts and interventions (CNCAS, MECA PMIA, SODAGRI, REVA, emergency food crisis, etc.). To ensure the viability of residual funds related to credit (CFAF 49,060,000 of the credit fund, CFAF 149.75 million of the guarantee fund, CFAF 60.99 million representing credit recovered), it is proposed that these funds be kept permanently at the PMIA which, according to its procedures, may intervene to support the approved SFD for the granting of credit to the rural sector.

Approximately CFAF 50 million has been recovered under the "food crisis" programme. Mechanisms will be put in place to secure these funds and make them available to Anambé producers. However, the on-going refund process should continue.

With the closure of PADERBA the question of redefining the SODAGRI operational mechanism in place in the Anambé Basin to meet existing challenges of developing the scheme and empowering producers persists. The introduction of modern organization, monitoring, evaluation, management and funding tools is essential.

E. PROJECT DESIGN AND PREPARATION FOR IMPLEMENTATION

1. Indicate to what extent the Bank and the Borrower ensured that the project took due account of the Borrower's capacity to implement it by ensuring a good design and by putting the necessary arrangements in place for its implementation. Analyse all the design-related aspects of the project. Questions pertaining to design are the following: how far did the design of the project reflect the lessons learned from previous PCRs in the sector or in the country (mention a few key PCRs); is the project underpinned by serious analytical studies (mention some key documents); To what extent did the Bank and the Borrower adequately evaluate the capacity of the project's Executing Agencies and the Project Implementation Unit; degree of consultation and partnership, economic rationale for the project and measures taken with regard to technical assistance.

[250 words max.] Any other remarks concerning implementation should be presented in Annex 6 : Project Description]

The project design benefited from the achievements of previous projects in the area, including the consolidation phase of the Anambé Development Project, the completion report of which was prepared in August 2000. The key lessons and conclusions were taken into account in the design: the need to support the transfer of responsibilities to FOs, gradual withdrawal of SODAGRI, and need for crop diversification through credit and agricultural research. In particular, the project approach is meant to be much more participatory, and will closely involve the CRs and FOs. A major producer capacity building programme was planned.

The project design appears to have underestimated the importance of the institutional and operational framework to guide the project. Several difficulties related to the autonomy that was to be given the PADERBA team and producers arose in the course of implementation. Many misunderstandings and internal problems resulted from insufficient clarification of roles between SODAGRI and the PADERBA team. The institutional arrangement should have been based on binding commitments, agreed by the different stakeholders, enabling a real transformation of SODAGRI along the lines of sustainable professional services and a gradual transfer of responsibilities.

The design of the FLD component did not sufficiently taken into account the essential support of local stakeholders. The FLD was in itself a full-fledged project within PADERBA, and would have required an appropriate operational mechanism. As regards the running of the credit component, operations were handicapped because a relatively young institution (MECA) that proved defective was targeted, in addition to the absence of other structures that the PMIA would have approved.

2. For each dimension of the project's design and preparation status for implementation, make a brief assessment (no more than two sentences). Give an evaluation rating using the rating scale provided in Appendix 1.

ASPECTS RELATED TO THE PROJECT		DESIGN AND PREPARATION STATUS FOR	IMPLEMENTATION
REALISM	a) Because of its complexity, the project is underpinned by an analysis of the country's capacity and its political commitment.	The project took place in the context of the country's decentralization process, and notably the empowerment of rural councils whose members are elected by universal suffrage. It was also part of the State's desired withdrawal from agricultural development by opting for more responsible FOs. However, the project design underestimated the complexity of the mechanism needed to achieve the desired results.	2

EVALUATION OF RISKS AND MITIGATIVE MEASURES	b) Project design takes the risk analysis fully into account.	The risks identified at project design (decentralization, land tenure, prices, credit, orientation of SODAGRI) were relevant and well founded, but many of them could not be adequately controlled. Institutional and organizational aspects were clearly underestimated.	2	
USE OF THE COUNTRY'S SYSTEMS	c) The mechanisms for contracting, financial management, monitoring and/or others are the same as those already being used by the Government and/or other partners	Government (Public Procurement Code, revised early 2008) and Bank rules for the procurement of goods and services were followed. Procurement procedures implemented for FLD micro-projects were in accordance with the procedures manual applicable to community contracts, approved by the Bank. Monitoring involved the State services concerned (DCEF).	3	
For the dimensions below, give separate evaluation ratings for Bank performance and for the performance of the Borrower :			Evaluation Rating	
			Bank	Borrower
CLARITY	d) Responsibilities for project implementation are clearly delineated.	As regards the Bank, four changes of task managers affected continuity in analysis and capitalization, even if SNFO ensured that there was some continuity towards the end of the project. At the project level, there were many difficulties and misunderstandings between SODAGRI and the PADERBA team, in terms of empowerment, leading to numerous delays and lack of empowerment of certain officers.	2	2
PREPARATION FOR PROCUREMENT	e) Documents needed for implementation (documents on specifications, design, contracting, etc.) are ready at the time of the appraisal.	Most of the documents needed for the conduct of project activities (feasibility studies, PLD, procedures manuals, agreements, etc.) were developed at start-up and during execution. This delayed some activities and, in some cases, led to their abandonment.	2	2
PREPARATION FOR MONITORING	f) The monitoring indicators and monitoring plan are adopted.	The project was affected by a lack of focus and an approach based on tracking key indicators. For this reason, it was difficult to delineate the main thrusts; it was also not possible to focus efforts and activities on the final results to be achieved. The system of computerized monitoring and evaluation in place also proved difficult to use due to lack of exchange and sharing with the firm that designed it, and also due to the departure of PADERBA's M&E Officer. Therefore, the system remained largely under-used and is no longer operational.	2	1
BENCHMARK REFERENCE DATA	h) Collection of baseline data is completed or on-going.	Baseline data was collected during the project preparation by FAO and available. An initial database was established with the help of an external firm, but had lapses. In fact, it could not be used and was not updated.	2	1

F. IMPLEMENTATION

1. State the main characteristics of the implementation of the project as they relate to the following aspects: adherence to schedules, quality of constructions and other civil works, performance of consultants, effectiveness of Bank supervision and effectiveness of supervision by the Borrower. Determine the extent to which the Bank and the Borrower complied with safeguard measures.

[max. 300 words] [All other remarks on implementation should be presented under Annex 6 : Project Description]

The overall delays recorded in the project and the incomplete consumption of loan resources is attributable to several factors and sources: community process, institutional arrangements insufficiently agreed by the various stakeholders (SODAGRI / PADERBA), recurrent financial management problems leading to several periods of sanctions, inadequate planning and organization of activities by the PADERBA team, lengthy procurement and disbursement procedures, weak capacity of some companies, etc.

In terms of monitoring, the Bank fielded 9 supervision missions (about one per year), most co-organized with the Government. In terms of qualifications, it is regrettable that the supervision missions could not always have all the skills relevant to project's areas of intervention (notably those related to institutional analysis, decentralization and credit). Although supervision missions were generally beneficial, it is worth noting that the passage of 4 successive task managers at the Bank, adversely impacted the expeditious processing of files and building up of experience. However, with the involvement of the Bank's Senegal Field Office (SNFO) from 2008, there was greater proximity to the project which facilitated the processing of certain dossiers.

Several study contracts fell behind schedule, thus affecting the execution of some works. The general management problems encountered had a negative impact on the efficient implementation of activities under the agreements and protocols. With regard to construction contracts (rehabilitation of buildings, feeder roads, wells, ponds, FLD micro-projects), in addition to the frequent delays, reservations were sometimes expressed, requiring works to be redone and ultimately producing overall acceptable but not optimal results.

A mid-term review mission was conducted in late 2007 by an independent firm. Unfortunately, few of its core recommendations were implemented. Overall, the project was not sufficiently monitored by the national supervisory authorities. The Steering Committee met for the first time on 1 November 2008.

From the environmental perspective, the project developed in 2005 with the support of the CSE, an environmental and social management plan (ESMP) that was approved by the Bank. However, the implementation of the ESMP encountered general problems in connection with implementing the various agreements.

2. Comment on the role of the other partners (donors, NGOs, contractors, etc.). Evaluate the effectiveness of the modalities for co-financing and coordination among donors, if applicable.

When PADERBA was established, provision was made for several agreements and protocols with various structures (ISRA, SSC, ANCAR, Forestry, etc.); However, the implementation was severely hampered by the suspension of disbursements that delayed the funding of the special account. The implementation of the FLD also incurred delays and required special arrangements for final settlement (direct payments), due to late replenishment of the FLD Special Account. FLD micro- project contractors were small and had limited financial capacity, which also led to implementation delays.

3. Harmonisation. State whether the Bank took specific action to harmonise instruments, systems and/or strategies with the other partners.

Given that few partners intervene in the Anambé area, specific actions were not implemented to harmonize the approaches and instruments. The Project took place in the context of on-going decentralization at national level, allowing CRs to assume their responsibilities based on their PLDs and through the FLD. Through local consultation, the implementation of 3 PLDs was entrusted to other projects, including the PNDL. In terms of credit, activities were affected by an unfavourable context in the Anambé basin, characterized by the non-repayment culture and numerous debts, notably those owed CNCAS.

4. For each aspect of the project implementation, indicate to what extent the project has achieved the following objectives. Make a short assessment (no more than two sentences) and give an evaluation rating, using the rating scale provided in Appendix 1.				
ASPECTS RELATED TO PROJECT IMPLEMENTATION		EVALUATION		Evaluation Rating
ADHERENCE TO SCHEDULE	a) degree of adherence to the estimated project closing date. If the differential to the right is:	Differential in months between the closing date envisaged and the effective closing date		3
	less than 12, give a rating of 4, between 12.1 and 24, a rating of 3 between 24.1 and 36, a rating of 2 Higher than 36.1, give a rating of 1	24 months		
BANK PERFORMANCE	b) Bank compliance with:			
	Environmental protection measures	The Bank had envisaged a number of environmental protection measures (afforestation, bushfire control, sensitization), but most of them were only partially executed.		2
	Fiduciary arrangements	The Bank had envisaged the necessary arrangements for the establishment of an accounting system and periodic audits. ADF funds were mobilized as project activities evolved, but the project was often plagued by delays due to sanctions and problems associated with the submission of requests or justification of expenditure.		2
	Covenants concluded in the framework of the project	The Bank fulfilled its commitments under the loan agreement. However, it was sometimes slow in processing dossiers.		2
	c) Bank supervision was adequate in terms of the skills-mix and the practicability of the solutions proffered.	The Bank was able to monitor the implementation of PADERBA relatively well, thanks to the supervision missions (approximately 1 per year) and the proximity of SNFO. Supervision missions did not always have all the desirable skills, but generally had a positive impact on problem-solving in certain cases. However, given the specific problems encountered by the project, the missions should have been more frequent.		2
d) Project management supervision by the Bank was satisfactory.	Audit reports were scrutinized by the Bank, and on two occasions, the project suffered sanctions for weaknesses noted. From 2007, SNFO, through its disbursement and financial management experts, closely supported PADERBA to help it to resolve its problems. Given the recurrent management and coordination problems encountered and failure to implement a number of recommendations by supervision missions, the Bank should have been more present, demanding and incisive in its remedial action right from the project start-up.		2	

BORROWER PERFORMANCE	e) The Borrower complied with:		
	Environmental protection measures	The project signed with the CSE, an agreement that enabled environmental monitoring through missions focusing primarily on the state of soil degradation, water quality and the spread of waterborne diseases. In contrast, only some of the environmental protection activities (afforestation, firebreaks, SMC / DRS, sensitization) envisaged were implemented.	1
	Fiduciary arrangements	The Borrower fulfilled its overall financial commitments in terms of volume. However, serious difficulties were encountered in mobilizing CR counterpart funds due to poorly defined operating procedures with local stakeholders (revenue collection services at district level)	2
	Covenants concluded in the framework of the project	The Borrower fulfilled its commitments under the loan agreement. Only the "Other Condition" on showing proof of assigning the staff required for health centres and schools was not fulfilled, as the limited FLD infrastructure was commissioned at the very end of the project. The commitments contained in the SODAGRI mission letter were not fully met.	3
	The Borrower paid attention to the conclusions and recommendations made by the Bank during its supervision of the project	The Borrower and SODAGRI did not always give due importance and diligence to the recommendations of supervision missions, particularly with regard to empowerment and management.	1
	The Borrower collected and used information from the monitoring process in its decision-making.	The activity planning and monitoring process suffered from lack of operability. Corrective measures were often taken late, which hampered overall project implementation. External monitoring and evaluation was generally inadequate.	1

G. COMPLETION

1. Was the PCR provided in a timely manner, in accordance with Bank Policy?			
Date of last disbursement (date of cancellation) MM/DD/YY	Date PCR was sent to pcr@afdb.org MM/DD/YY	Differential in months	EVALUATION RATING (generated automatically) If the differential is 6 months or less, the rating is 4. If the differential is more than 6 months, the rating is 1.
December 2010	May 2011	5	4
Briefly describe the PCR process. Describe how the Borrower and co-financiers participated in the preparation of the document. Underline any incoherence in the evaluations in the present PCR. State the composition of the team and confirm whether an extensive visit took place. Mention whether there was any substantial collaboration with the other development partners. Indicate the extent to which the Bank's Country Field Office was involved in the preparation of			

this report. State whether the observations from the peer review were provided in a timely manner (give the names and titles of the officers involved).

[150 words max.]

The Bank's completion mission was conducted entirely by SNFO and comprised an agricultural engineer, a financial management expert and a disbursement officer. The PADERBA coordinator and all staff attached to the various technical services participated. These profiles are in line with the bulk of project activities. The project team was fully assisted by members of the mission, for both the field mission's office work and the drafting of the final report. The sampling selected for visits and discussions with local authorities including the PCRs, beneficiaries and field partners, provided further insight into the realities and the results obtained. Thus, the PCR is the product of participatory work, involving all stakeholders and incorporating lessons learned from frank discussions with various stakeholders, especially local stakeholders and the population concerned. The PCR has been reviewed by the following peers: Mr. J.L. Kromer, Natural Resources Management Specialist, OSAN.4, Mr. Kane, Agricultural Economist, OSAN.2, Ms. A. Sow, Rural Infrastructure Engineer, OSAN.3 and Mr. N. Kacem, Agro-economist, OSAN.2.

H. LESSONS LEARNT FROM EVALUATION

Summarise the key lessons that the Bank and the Borrower can draw from the project outputs.

[300 words max. Any other comments on implementation should be presented under Annex 6: Project Description].

At completion, the lessons learned from implementing PADERBA concern design, implementation and monitoring, notably:

- The institutional arrangements of an operation conducted under an existing State structure, such as a State-owned company, requires a thorough analysis of various factors and constraints, the formulation and acceptance of an efficient and sustainable results-based operational system, and challenging certain inefficient practices. In the case of PADERBA, the institutional arrangement was analysed, but during execution, the Bank and SODAGRI did not seem to have a common understanding of the implementation conditions.
- A thorough planning and close monitoring of planned activities, the establishment of a fully adapted and operational monitoring and evaluation system, focusing of interventions in relation to target indicators, clearly defined responsibilities of the various officers in charge of coordination and knowledge, and consideration of critical factors (rainy season for construction works, deadlines for implementation of procedures, stakeholder capacity, etc..) and adherence to schedules are essential for minimizing delays and boosting efficiency.
- Sound administrative, financial and accounting management of a project remains *sine qua non* to avoid suspension of disbursement and to successfully complete all planned activities and interventions by the various service providers and partners according to set standards and schedules. As such, it is imperative at project appraisal to accurately assess the capabilities and systems in place, as well as potential risks; it is also necessary at project start-up to ensure that all steps are taken to quickly put in place a suitable accounting system, an appropriate procedures manual and suitably qualified staff. In this regard, financial management experts must be included in various Bank missions.
- Conducting a mid-term review is a crucial step in executing an operation, and not implementing the recommendations made is an obstacle to correcting the mechanisms in place and optimizing results. Generally, the operations with recurrent structural constraints should be monitored very closely, both by the Government and the Bank, and strong measures must be taken jointly. It is noteworthy here that the measures taken in relation to the food crisis (release of approximately UA 1.5 million, representing over 20% of the loan amount) for the procurement of inputs and agricultural equipment significantly increased the resource disbursement rate by deducting resources from certain inoperative components (credit and FLD).

This is a good example of appropriate reallocation, which helped to cap the amount of the balance to be cancelled, even if the latter is still too high.

- For projects with a “rural credit” component, it is important to take into account all the constraints in the project area, analyse beforehand the capacity and experience of existing structures, so as to envisage at the outset all measures allowing for at project completion, sustaining the systems put in place and on-lending the funds allocated. Furthermore, approaches among stakeholders and partners should be harmonized, based on a coherent agricultural financing policy, to avoid numerous contact persons and the accumulation of debt of various origins which become more difficult to track. In the case of PADERBA, the diversity of credit and grant interventions as well as the State’s debt cancellation intervention added to the confusion.
- Putting in place a supervisory organ within the project framework should not be a mere institutional formality, but must reflect a strong commitment by the Government that translates into regular meetings, scheduled performance evaluation, and strong recommendations aimed at removing constraints. As such, the Bank and the Governments concerned must strictly ensure the effective implementation of institutional measures for steering project operations.

I. SUMMARY OF RATINGS OBTAINED BY THE PROJECT

CRITERIA	SUB-CRITERIA	Evaluation Rating
PROJECT OUTPUT	Achievement of Results	1.61
	Achievement of outputs	1.70
	Adherence to schedule	3.00
	OVERALL RATING OF PROJECT OUTPUTS	2.10
BANK PERFORMANCE	Design and Preparation Status	
	The project objectives are relevant vis-à-vis- the development priorities of the country	4
	The project objectives can be achieved vis-à-vis the project inputs and the estimated schedule.	2
	The objectives of the project are consistent with the Bank’s country or regional strategy	4
	The objectives of the project are consistent with the Bank’s overall priorities	4
	The logical framework sets out a logical causal progression towards the achievement of the project development goals.	3
	The objectives and outputs as presented in the logframe are measurable and quantifiable	2
	The logframe sets out the critical risks and assumptions	3
	The country’s capacity and political will are adequate to enable it implement a project of this complexity	2
	Project design contains a satisfactory analysis of the risks	2
	The mechanisms for procurement, financial management, and monitoring and/or other processes are based on systems that are already being used by the government and/or other partners.	3
	Responsibilities for the implementation of the project are clearly delineated	2
	The necessary documents for implementation (documents on specifications, design, procurement, etc.) are ready at the time of appraisal	2
	Monitoring indicators and the monitoring plan are adopted	2
	Collection of baseline data is concluded or on-going	2
PARTIAL RATING OF PROJECT DESIGN AND PREPARATION STATUS		2.64

	Supervision:		
	Bank complies with :		
	Environmental protection measures	2	
	Fiduciary arrangements	2	
	Covenants concluded in the framework of the project	2	
	The quality of Bank supervision was satisfactory in terms of the skills-mix and the practicability of solutions	2	
	The Bank's project management supervision was satisfactory	2	
	The PAR was provided in a timely manner	4	
PARTIAL RATING OF SUPERVISION		2.33	
OVERALL RATING OF BANK PERFORMANCE		2.49	
BORROWER PERFORMANCE	Design and Preparation Status		
	Responsibilities for project implementation are clearly delineated	2	
	Documents required for implementation (documents on specifications, design, procurement, etc.) are ready at the time of appraisal	2	
	Monitoring indicators and the monitoring plan are approved ; collection of baseline data is completed or on-going	1	
	Collection of baseline data is completed or on-going	1	
	RATING OF THE PROJECT DESIGN AND ITS PREPARATION STATUS		1.50
	Implementation		
	Borrower complies with:		
	Environmental protection measures	1	
	Fiduciary arrangements	2	
	Covenants concluded in the framework of the project	3	
	The Borrower paid attention to the conclusions and recommendations made by Bank during its supervision of the project	1	
	The Borrower based its decisions on the information learnt from the monitoring	1	
	PARTIAL IMPLEMENTATION RATING		1.60
OVERALL BORROWER PERFORMANCE RATING		1.55	

J. PROCESSING

STAGE	SIGNATURE AND OBSERVATIONS	DATE
Checked by Sector Manager		
Checked by Regional Director		
Approved by Sector Director		

Rating scale and explanations

Rating	EXPLANATION
4	Highly satisfactory - All objectives achieved; no shortcomings
3	Satisfactory – The majority of objectives are achieved despite a few shortcomings
2	Average - Project is a partial success. There are as many results as shortcomings
1	Mediocre – Very few outcomes and serious shortcomings

N.B.: Formulae are rounded to the highest or lowest decimal point. Only whole numbers are used for the calculations.

LIST OF ANNEXES

Annex 1

Project Costs and Financing

a. Total Project Cost by Category (UA)

Category	Amounts (UA)	
	Appraisal	Completion
Goods	521 000	590 429
Works	1 886 000	1 222 773
Services	2 077 000	1 083 218
Operation	773 000	1 111 275
Staff	1 158 000	1 042 130
Credit	1 151 000	506 351
FLD	1 084 000	261 381
Food crisis	0	1 337 189
Total	8 650 000	7 154 746

b. Resources by Source of Financing (UA)

Source	Amounts (UA)	
	Appraisal	Completion
ADF	7 178 000	5 922 549
Government	1 105 000	1 216 197
Beneficiaries	367 000	16 000
Total	8 650 000	7 154 746

Bank's Contributions

DATE	MISSION	NO. PERS.	COMPOSITION	TOTAL No. (S/D)*
14/10/2002 to 22/10/2002	Launching	1	Agro-economist	9
13/12/2003 to 30/12/2003	Supervision	2	Agricultural Engineer, Agro-economist	36
13/12/2004 to 31/12/2004	Supervision	3	Agricultural Engineer, Livestock Expert, Environmentalist	45
31/01/2006 to 04/02/2006	Supervision	2	Agro-economist, Financial Expert	10
29/03/2007 to 05/04/2007	Supervision	3	Principal Agro-economist, Agro-economist, Financial Expert	24
01/06/2008 to 15/06/2008	Supervision	3	Agro-economist, Procurement Assistant, Financial Analyst	15
23/03/2009 to 07/04/2009	Supervision	1	Agro-economist	16
14/04/2009 to 15/04/2009	Portfolio review	3	Economist, Agro- economist, Agricultural Engineer	6
07/12/2009 to 13/12/2009	Supervision	2	Agricultural Engineer, Disbursement Assistant	10
20/10/2010 to 03/11/2010	Supervision	3	Agricultural Engineer, Disbursement Officer, Financial Management Specialist	21
21/03/2011 to 01/04/2011	Completion	3	Agricultural Engineer, Disbursement Officer, Financial Management Specialist	18

* some experts intervened only partially during the mission

Economic Analysis (ERR) and Financial Analysis

Amounts expressed in CFAF.

All investments, including social, are taken into account.

Plant production (rainy season and off-season) of the scheme and the estimated impact on livestock and fisheries are included.

ITEMS	2003	2004	2005	2006	2007	2008	2009	2010	
CAPITAL COST	209 499 000	1 084 750 957	491 934 111	1 799 195 626	320 376 504	637 808 430	357 780 380	619 345 612	
PRODUCTION WITHOUT PROJECT	189 262 500	189 262 500	189 262 500	189 262 500	189 262 500	189 262 500	189 262 500	189 262 500	
PRODUCTION WITH PROJECT	189 262 500	764 705 450	1 135 870 135	1 715 755 220	1 320 116 175	2 443 642 700	1 680 295 800	2 531 515 150	
RECURRENT COSTS WITHOUT PROJECT	115 575 000	115 575 000	115 575 000	115 575 000	115 575 000	115 575 000	115 575 000	115 575 000	
RECURRENT COSTS WITH PROJECT	115 575 000	529 978 750	873 432 521	1 209 854 104	1 004 690 901	1 724 177 317	1 158 322 444	1 720 356 994	
BASIC CASH-FLOW	-209 499 000	-923 711 757	-303 183 997	-1 366 982 010	-78 638 730	7 969 453	90 505 476	118 125 044	
ITEMS	2011	2012	2013	2014	2015	2016	2017	2018	
CAPITAL COST	0	0	0	0	0	0	0	0	
PRODUCTION WITHOUT PROJECT	189 262 500	189 262 500	189 262 500	189 262 500	189 262 500	189 262 500	189 262 500	189 262 500	
PRODUCTION WITH PROJECT	2 114 394 500	2 114 394 500	2 114 394 500	2 114 394 500	2 114 394 500	2 114 394 500	2 114 394 500	2 114 394 500	
RECURRENT COSTS WITHOUT PROJECT	115 575 000	115 575 000	115 575 000	115 575 000	115 575 000	115 575 000	115 575 000	115 575 000	
RECURRENT COSTS WITH PROJECT	1 477 292 821	1 531 692 821	1 531 692 821	1 531 692 821	1 531 692 821	1 531 692 821	1 531 692 821	1 581 692 821	
BASIC CASH-FLOW	563 414 179	509 014 179	509 014 179	509 014 179	509 014 179	509 014 179	509 014 179	459 014 179	
ITEMS	2019	2020	2021	2022	2023	2024	2025	2026	2027
CAPITAL COST	0	0	0	0	0	0	0	0	0
PRODUCTION WITHOUT PROJECT	189 262 500	189 262 500	189 262 500	189 262 500	189 262 500	189 262 500	189 262 500	189 262 500	189 262 500
PRODUCTION WITH PROJECT	2 114 394 500	2 114 394 500	2 114 394 500	2 114 394 500	2 114 394 500	2 114 394 500	2 114 394 500	2 114 394 500	2 114 394 500
RECURRENT COSTS WITHOUT PROJECT	115 575 000	115 575 000	115 575 000	115 575 000	115 575 000	115 575 000	115 575 000	115 575 000	115 575 000
RECURRENT COSTS WITH PROJECT	1 581 692 821	1 581 692 821	1 581 692 821	1 581 692 821	1 581 692 821	1 581 692 821	1 581 692 821	1 581 692 821	1 581 692 821
BASIC CASH-FLOW	459 014 179	459 014 179	459 014 179	459 014 179	459 014 179	459 014 179	459 014 179	459 014 179	459 014 179

IRR = 9.0% against 18.0% as estimated at appraisal

Key Contracts Signed

GOODS CONTRACTS

N°	Reference	Purpose	Contractor	Amount in CFA F	Signature Date
1	012/2003/Transport	Procurement of Vehicles and Motorcycles	SEN DE L'AUTOMOBILE	110 450 000	23 June 2003
2	020/2005/Transport	Procurement of Motorcycles	CFAO/SENEGAL	13 424 000	30 May2005
3	023/2005/UC/Semences	Procurement of Seed Packaging Unit	AFCO	52 916 000	8 June 2005
4	024/2005/UC/Semences	Procurement of LAB Equipment	FERMON	5 386 000	31 May 2005
5	030/2006/Matequip	Procurement of Office Equipment	MOBICOM	28 140 000	14 June 2006
6	031/2006/INFOR	Procurement of PADERBA Computer Hardware	SERVITEC	8 135 804	07 June 2006
7	032/2006/Matequip Pêche	Procurement of Fishing Gear and Equipment	FERMON	6 229 700	30 May 2006
8	033/2006/INFOR	Procurement of PADERBA Computer Hardware	BUHAN ET TEISSERE	8 873 510	23 December 2009
9	041/2008/NPK-PADERBA-CA	Procurement of 700 Tons of NPK 15-15-15 Fertilizers	SENCHEM	276 500 000	22 October 2008
10	042/2008/UREE-PADERBA-CA	Procurement of 850 Tons of Urea	SENCHEM	381 225 000	22 October 2008
11	045/2008/TRACTEUR-PADERBA-CA	Procurement of a Tractor equipped with : a 24 disc offset harrow, a Lister plough, a reversible Trisocs cart, a 5-tonne trailer and two cage wheels	AFCO	35 950 000	27 October 2008
12	048/2008/Matbasevie-motopompe	Procurement and installation of furniture for the work camp, air conditioning equipment, household appliances and 2 Motor-pumps.	FERMON	67 278 800	11 July 2003
13	050/2009/Logiciel Comptabilité	Procurement of PADERBA Computer Hardware	2 D Business Consulting	18 500 000	22 July 2009
14	050bis/2009/Herbicides-PADERBA-CA	Supply of 30 000 L of Propanyl, 5000 L of 2.4 D and 30 000 100-g Sachets of Glyphosate.	SEDAB SARL	128 350 000	3 April 2009
15	051/2009/Moissonneuse-Batteuse-PADERBA-CA	Procurement of 3 Rice Combine Harvesters	DTE-PDA	125 250 000	14 May 2009
16	054/2009/Transport2	Procurement of means of transport (01 station wagon and 02 double cabin vehicles)	SERA	40 110 000	14 December 2009
17	055/2009/Moto2	Procurement of 02 Motorcycles of 125 cm3	CFAO MOTORS	2 100 000	14 December 2009

Annex 4

18	056/2009/Infomatique2	Procurement of Computer Hardware	BUHAN ET TEISSERE	9 925 406	23 December 2009
19	057/2010/Matériel-didactique	Procurement of teaching and demonstration material for agriculture and livestock	UNITRADE SARL	55 237 909	20 May 2010
		TOTAL GENERAL		1 373 982 129	

WORKS CONTRACTS

N°	Reference	Purpose	Contractor	Amount in CFA F	Signature Date
1	016/2003/Construction	Rehabilitation Works	SOPRESCOM	69 422 900	11 July 2003
2	017/2003/Rénovation	Renovation	SERMA	45 637 800	In 2003
3	025/2005/Pistes/CR	Construction of Feeder Roads	E.A.T.P	199 833 250	1 September 2005
4	026/2005/Pistes/CR	Construction of Feeder Roads	EGECAM	187 929 499	1 September 2005
5	027/2005/Pistes/CR	Construction of Feeder Roads	CDE	223 000 000	1 September 2005
6	034/2006/MAG	Construction of 03 Seed Warehouses	EGECAM	74 191 177	6 July 2006
7	053/2009/PTS EAU-MARES	Building of 20 Wells and 05 Ponds in the CR of Kandia, Sare.C.Salé, Ouassadou, Bonconto, Sinthiang Koundara, and Mampatim	GIE Keur Khadim	215 855 100	26 October 2009
		GRAND TOTAL		1 015 869 726	

SERVICES CONTRACTS

N°	Reference	Purpose	Contractor	Amount in CFA F	Signature Date
1	013/2003/PLD	Study PLD	GERAD	24 031 600	2 July 2003
2	014/2003/POAS	Preparation POAS	SENEGRASOL/EXPERCO	76 686 500	3 July 2003
3	015/2003/tarif	Water Pricing Study	AFID	35 815 000	11 July 2003
4	06/2004/SE	Preparation and putting in place of CSE	BDPA/EMAP	73 730 000	03 Mars 2004
5	07/2004/Formation	Preparation TRA and COM Plan	ECOVA	28 770 000	1 March 2004
6	019/2004/Pistes	Road Site Studies and Works	SETICO	59 100 000	16 February 2004
7	021/2005/Alphabétisation	Preparation and execution of literacy programme	BAMTAARE	120 887 800	14 November 2005
8	022/2005/AUDIT	PADERBA Accounts Audit Fiscal 2003 and 2004.	RSF REYDEL SULUSTRO FALL	14 190 000	31 May 2005
9	028/2006/FLD	Studies, supervision, inspection of rural infrastructure works	CIENI SA	80 000 000	11 May 2006
10	029/2006/EDUC.ENV	Preparation of an environmental sensitization and education programme	STUDI INTERNATIONAL	29 297 500	30 May 2006
11	035/2006/PTJ/Eaux/Mare	Technical studies, monitoring and inspection of the building of 20 water wells and dugouts	CIMA INTERNATIONAL	29 770 000	14 July 2006
12	037/Eva mi-parcours	Mid-Term Evaluation of PADERBA	ADA	33 255 000	21 May 2007

Annex 4

			CONSULTING		
13	038/Audit2	PADERBA Accounts Audit for Fiscal 2005-2006-2007	FIDEC	16 000 000	20 December 2007
14	039/2009/PPI	Study of the final design in the CR of Ouassadou, Bonconto, Sinthiang Koundara	HYDRO CONSULT	69 175 000	24 December 2008
15	047/2008/PROMO-PROD	Study for the Promotion of Agricultural Produce of the Anambé Basin	SEN INGENIERIE CONSULT	24 807 500	3 March 2009
16	052/2009/AUDIT3	PADERBA Accounts Audit for Fiscal 2008-2009-2010	FICADEC	13 500 000	22 July 2009
		TOTAL GENERAL		729 015 900	

List of Key Documents Consulted

- Appraisal Report on the Anambé Basin Rural Development Support Project (PADERBA) - African Development Fund - March 2001
- Loan Agreement for UA 7.18 million to finance PADERBA - ADF
- Aide-Mémoire of PADERBA Supervision Missions (ADB)
- PADERBA Annual Reports from 2004 to 2009
- PADERBA Quarterly Reports Nos. 1, 2 and 3 of 2010
- SODAGRI Monthly Reports of October, November and December 2010
- PADERBA Accounts Audit Reports from 2005 to 2009
- Poverty Reduction Strategy Paper II - PRSP II (Government of Senegal)
- FLD Procedures Manual (GERAD - 2004) and revised version (GERAD - 2009)
- PADERBA Mid-term Review (ADA Consulting - 2008)
- Final Report of the Promo Produits Study (Sen Ingénierie Consult - 2010)
- PADERBA Internal Control Procedures Manual (2007)
- Study on the Development of an Action Plan for Managing Natural Resources in the Anambé and Kayanga Basins (Senagrosol Consult - 2003)
- Study of Water Pricing and Maintenance of Irrigation Schemes in the Anambé Basin (AFID - 2005)
- Policy Report: Environmental Monitoring Component (CSE - 2004)
- Develop a Communication Plan (ECOVA - 2005)
- 2007 Activity Report and Work Programme and 2008 Budget Annual Programme of Natural Resources Development and Management (PMVGRN - 2008)

Project Description– Influencing Factors

Key factors not featuring in the general grill and that influenced the design and implementation of the project: such positive or negative factors would include climate and weather, political changes, contractual or personal issues, technical issues, the procurement process and interactions with other partners. If any of these factors is sufficiently significant to affect the evaluation ratings, this should be mentioned in the grill, making reference to this Annex.

Reallocation due to the food crisis

Background: As part of the Africa Food Crisis Response (AFCR), the African Development Bank (ADB) in 2008 set up an intervention framework to provide rapid assistance to Regional Member Countries (RMCs) affected by soaring food prices. The specific objectives of the AFCR were to: (i) reduce the risk of worsening the situation of the poor, faced with rising and volatile food prices; (ii) broaden the bases of growth by increasing agricultural productivity; and (iii) strengthen the capacity of governments to promote an environment conducive to sustainable agricultural growth, including the use of private investment.

Use of funds allocated to PADERBA: In the case of Senegal, UA 1.5 million or about CFAF 1,030 million (CFAF 380 million from the Local Development Fund and CFAF 650 million from the funds allocated to the credit component) was reallocated in the second half of 2008 to the PADERBA Loan for the procurement of agricultural inputs and equipment. This decision was justified by the closure of the credit component since 2006 and the difficulties and delays encountered in implementing the FLD. These reallocations helped to procure a tractor with three amphibious combine harvesters, and 700 tons of NPK fertilizer, 850 tons of urea, 30,000 litres of propanyl, 5,000 litres of 2-4 D, 30,000 bags glyphosate and 160,000 litres of fuel.

Input management: On the ground, the Project implemented a credit system to facilitate the procurement of inputs by producers, and a separate account was opened for that purpose by SODAGRI to collect credit repayments. The inputs were subsidized at 50%, and total amount for inputs allocated to date is CFAF 225,593,646. The reimbursements amount to nearly CFAF 50 million, including CFAF 17 million relating to cash purchases of inputs. This amount is domiciled in the account "PADERBA food crisis." A credit committee has been put in place to facilitate recoveries.

Impact: The cumulative inputs granted under the food crisis for the rainy season and offseason crop years of 2009 and 2010, allowed a total cereal acreage of over 5,300 hectares (see table below by season), enabling notably a total rice production estimated at 27,000 tons; 1060 farmers, including 198 women, benefited directly from these inputs.

	Rice	Maize	Other	Producers (number)	Women Producers (%)
OS 2009	279 ha	-	-	119	17%
RS 2009	2,734 ha	137 ha	-	584	15%
OS 2010	75 ha	69 ha	-	6	0%
RS 2010	2,274 ha	60 ha	36 ha	351	23%
TOTAL	5,362 ha	266 ha	36 ha	1060	

Finance: a special audit report on funding for the food crisis was prepared as part of the 2009 fiscal year audit of PADERBA. All documents relating to the food crisis expenditure were forwarded to FFCO.3 and the rate of justification of approved expenditure to date stands at 99%.

Performance and lessons: The resources released to address the food crisis were generally well used and helped temporarily raise agricultural production in the area, particularly in 2009, when there was a record acreage in the Anambé scheme (nearly 3,000 ha). Cumulative production of approximately 27,000 tons of rice was processed during the 2009 and 2010 crop year. The key constraint remains the repayment of "input" credit by the people. This difficulty results from the absence at the outset of an input distribution system involving farmers. It is worth noting that the Bank had given no instructions regarding the conditions of distribution of inputs. The intervention enabled to rapidly absorb over 20% of loan resources and increase SODAGRI's agricultural equipment pool, but it is not part of the sustainability objectives being sought. It may even eventually add to the confusion regarding producer empowerment, credit policy and credit repayment.

Difficulties in project management

Suspension of disbursement

During implementation, the project twice suffered lengthy suspensions of disbursement (32 months in all) that had a strong and negative impact on the schedule and conduct of all activities. These suspensions were due to delays in submitting audit reports and flaws in project accounting and financial management as contained in some audit reports.

The first suspension of disbursements was from 29 December 2006 to 31 March 2008, due to the non-submission on schedule of audit reports for fiscal years 2005 and 2006. The project was later suspended a second time from 10 November 2008 to 27 March 2010, following the conclusions of the review of the 2007 audit report. In November 2009, a partial waiver was granted specifically for direct payments. The project was requested to refund ineligible expenditure, and to ensure real financial autonomy of PADERBA notably through the establishment of a computerized accounting system, separate from the SODAGRI accounts. After the suspension of disbursements was lifted in March 2010, the project was unable to produce timely, documented expenses related to the previous revolving fund. For that reason, the project special account could not be replenished in 2010. This led to major operational challenges: reduced project operating resources, inability to fulfil commitments under the agreements signed with various partners, etc. The 2009 audit report was submitted late (October 2009) and was not accepted by the Bank.

It should be noted that the Bank was sensitive to financial management problems and the lack of autonomy in the conduct of PADERBA activities. In 2005, specific recommendations had been made in this regard during an OAGL mission. Recurrent recommendations were also made during the supervision missions. The establishment of SNFO and closer monitoring of PADERBA resulting from it as from 2007 led to the gradual – albeit late - resolution of the issues identified. In 2009 and 2010, SNFO, through its experts (Task Manager, Regional Financial Management Coordinator, Disbursement Officer, etc.) supported the project in establishing an independent accounting system and improving its financial management. Although these efforts led to the lifting of the suspension of disbursement, they could not resolve issues related to the justification of special account expenditures that were apparently due to earlier difficulties (confusion of SODAGRI accounts with those of PADERBA).

Challenging project coordination and autonomy

At project appraisal, the organizational set-up was as follows: SODAGRI, a limited liability company with majority State shares, is the project executing agency. It would delegate project implementation in the field to a Project Coordination Unit (PCU) based in Soutoura. SODAGRI enjoys autonomous management and is under the Ministry of Agriculture and Livestock. This Unit was established at the Technical Directorate of SODAGRI and its coordinator appointed by the Managing Director of the company. Noting that the autonomous financial management of the PCU was not consistent with the statutes of SODAGRI, the minutes of negotiations on the ADF loan held in Abidjan on 12 and 13/04/2001, clearly stipulated that "ADB has no objection to the project special account being placed under the sole responsibility of the SODAGRI Managing Director. However, the coordinator of the unit must have the technical and administrative autonomy to properly discharge his/her duties". It is thus clear that from the outset, there was ambiguity over actual responsibilities, including those related to financial management conferred to the project by SODAGRI.

The Project Coordination Unit was set up in Anambé in January 2002 with the appointment of the coordinator and individual experts. The project had a specific administrative procedures manual quite late in the day. The lack of clear definition of tasks of staff often resulted in conflicts of authority at senior levels and was detrimental to the smooth conduct of business. Decision-making was for a long time divided between SODAGRI and Soutouré (PADERBA headquarters). The fact that project staff were at the same time handling SODAGRI tasks and that some SODAGRI staff not selected under PADERBA were performing project tasks without receiving project allowances also created frustration and spoiled the working atmosphere. Therefore, during its implementation phase, several staff left the project and some positions remained vacant for long periods, forcing some executives to combine several functions. The functioning of the PADERBA team generally suffered major problems of leadership, work planning, internal organization and communication, both internally and with partners and beneficiaries. In October 2007, a new coordinator was hired on account of flaws noted during the PADERBA mid-term review conducted by an external firm. The Steering Committee's failure to hold meetings (the first meeting only took place in November 2008) and insufficient commitment of the Ministry also had a negative impact on problem solving.

The Project Coordination Unit only belatedly (late 2008) had autonomous administrative and financial management vis-à-vis SODAGRI, following repeated recommendations by the Bank. This caused many problems in managing the project special account, funding on-going project operations, and the smooth flow of correspondence and consultations with the Bank. This also worked against the full empowerment of staff for real project ownership and greater efficiency in implementing the remaining activities. In August 2010, SODAGRI terminated the contract of the Coordinator for unjustified absence and various failures, and appointed an official of the rural development support division as Interim Coordinator. This situation compounds the difficulties already encountered. Moreover, owing to the Steering Committee not meeting during the first five years of the project, the major project weaknesses could neither be pointed out, nor could the consistency of the project's achievements with the original and national objectives be verified.