

Language: ENGLISH
Original: French



AFRICAN DEVELOPMENT FUND

**PROJECT : INSTITUTIONAL CAPACITY BUILDING PROJECT
COUNTRY : BURUNDI**

PROJECT COMPLETION REPORT

Date: November 2009

Completion Team	Team Leader	:	M. XUEREB-de PRUNELE, Country Economist, MGFO, 6007
	Team Members	:	M. MALLBERG, Principal Economist, OSGE.2 3310
	Sector Director	:	G. NEGATU, Director, OSGE
	Regional Director	:	D. GAYE, Director, OREA
Peer Review	S. CHINEN,	Senior Economist,	OSGE
	C. LIM,	Country Economist,	OREA
	A. EKPO,	Country Economist,	ORWB
	E. SANTI,	Economist,	OSGE

TABLE OF CONTENTS

A.	PROJECT INFORMATION AND KEY DATES	1
I.	BASIC INFORMATION	1
II.	KEY DATES	1
III.	RATINGS SUMMARY	2
IV.	PROJECT OFFICERS WITHIN THE BANK.....	2
B.	PROJECT CONTEXT	3
C.	PROJECT OBJECTIVE AND LOGICAL FRAMEWORK.....	4
D.	RESULTS AND OUTPUTS	6
I.	RESULTS OBTAINED	6
II.	OUTPUTS OBTAINED.....	7
E.	PROJECT DESIGN AND PREPARATION STATUS FOR IMPLEMENTATION....	9
F.	IMPLEMENTATION	12
G.	COMPLETION	14
H.	LESSONS LEARNT FROM THE EVALUATION.....	15
I.	SUMMARY OF RATINGS OBTAINED BY THE PROJECT	16
J.	PROCESSING.....	17
	LIST OF ANNEXES.....	18

CURRENCY EQUIVALENTS

September 2009

Currency	=	Burundian Franc (BIF)
UA 1	=	EUR 1.0973
UA 1	=	USD1.56606
UA 1	=	BIF 1908.58

FISCAL YEAR

1 January - 31 December

WEIGHTS AND MEASURES

1 metric tonne	=	2204 lbs
1 kilogramme (kg)	=	2.200 lbs
1 metre (m)	=	3.28 feet
1 millimetre (mm)	=	0.03937 inches
1 kilometre (Km)	=	0.62 mile
1 hectare (ha)	=	2.471 acres
km ²	=	sq. kilometre
m ³	=	cubic metre
m ²	=	sq. metre
lm	=	linear metre
Mm ³	=	Million cubic metres
m ³ /h	=	cubic metre/hour
l/s	=	litre per second
l/d/inh.	=	litre /day/inhabitant

ACRONYMS AND ABBREVIATIONS

CPF	Skills Improvement and Training Centre
DRC	Democratic Republic of Congo
ENA	Ecole Nationale d'Administration
ICBP	Institutional Capacity Building Project
IMF	International Monetary Fund
I-PRSP	Interim Poverty Reduction Strategy Paper
ISTEEBU	Institute of Statistics and Economic Planning of Burundi
MINAGRIE	Ministry of Agriculture and Livestock
MTPE	Ministry of Public Works and Infrastructure
ONEF	National Employment and Training Observatory
OSGE	Governance, Economic and Financial Reforms Department of the Bank
PAGE	Economic Management Support Project
PAR	Project Appraisal Report
PASG	Governance Structures Support Project
PCR	Project Completion Report
PIP	Public Investment Programme
PIU	Project Implementation Unit
PNRCBG	National Good Governance Capacity Building Programme
PSC	Project Steering Committee
UNDP	United Nations Development Programme
WB	World Bank

A. PROJECT INFORMATION AND KEY DATES

I. BASIC INFORMATION

Project Number : P-BI-KF0-001	Project Title: Institutional Capacity Building Project (ICBP)	Country: Republic of Burundi	
Loan Instrument(s): Grant Agreement N°. 2100155002816		Sector: Governance, Public Finance, Multisector	Environmental Category: III
Initial Commitment: UA 2 130 000 ADF grant and UA 110 000 contribution from the government, in total UA 2 240 000	Amount to be Cancelled: 0	Amount Disbursed: ADF grant: UA 2 130 000 Government contribution: UA 149 791	% Disbursed: ADF Grant: 100% Contribution from Government: 136%

Borrower:

Government of the Republic of Burundi

Executing Agency:

Ministry of Planning and Ministry of Finance; Steering Committee made up of representatives of the Treasury Directorate, Macroeconomic Planning Directorate, Programming Directorate, ISTEERU Directorate, Employment Directorate, Ministry of Agriculture (Planning Unit), Ministry of Public Works and Infrastructure (Planning Unit), Centre for Skills Improvement and Training, Technical Secretariat of the Interministerial Committee in charge of Monitoring the National Good Governance Capacity Building Programme, and civil society; the Project Implementation Unit (PIU) comprising a Coordinator, an Accountant, an Assistant and a Driver/Messenger, as well as the focal points in the beneficiary departments.

Co-financiers and other External Partners :

There was no co-financing.

II. KEY DATES

Project Concept Note Approved by Com.Ops.: NA	Appraisal Report Approved by Com.Ops.: NA	Approval by the Board of Directors: 7 July 2004
--	--	---

Restructuring(s): The project was not restructured.

	Initial Date	Effective Date	Difference in terms of months [Effective date-Initial date]
ENTRY INTO FORCE	October 2004	29.12.2004	2
MID-TERM REVIEW	April 2006	06.12.2007	20
CLOSING	December 2005	22.05.2009	17

III. RATINGS SUMMARY

CRITERIA	SUB-CRITERIA	RATINGS
PROJECT OUTPUT	Achievement of Results	3
	Achievement of Outputs	2
	Adherence to Schedule	3
	OVERALL PROJECT OUTPUT	3
BANK PERFORMANCE	Design and Preparation Status	2
	Supervision	2
	OVERALL PERFORMANCE OF THE BANK	2
BORROWER PERFORMANCE	Design and Preparation Status	2
	Implementation	3
	OVERALL PERFORMANCE OF THE BORROWER	3

IV. PROJECT OFFICERS WITHIN THE BANK

FUNCTIONS	AT APPROVAL	AT COMPLETION
Regional Director	Mr. L.B.S. CHAKROUN	Mrs. D. GAYE
Sector Director	N.A.	Mr. G. NEGATU
Sector Division Manager	N.A.	Mrs. M. KANGA
Project Officer	Mr. A. BA	Mr. M.MALLBERG
Team Leader of the PCR		Mrs. M. XUEREB de PRUNELE
Members of the PCR Team		Mr. M. MALLBERG

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
- ongoing 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 project genesis and background should be presented, if necessary, in Annex 6 : Project Description]

Project development constraint: This project is based on the observed weaknesses of human and material institutional resources for preparing medium- to long-term economic policies, crucial for concerted economic development.

Borrower's overall strategy to address this constraint: at the Round Table held in Belgium in January 2004 ("the Brussels Forum"), the issues that the Government of Burundi presented included the "National Good Governance Capacity Building Programme" (PNRCBG) aimed at improving the living conditions of the people through a fair and equitable allocation and management of resources. The programme included a component on good governance aimed at providing the country with the terms of reference for strategic planning by building institutional capacity for incorporating the millennium development goals into strategic planning; boosting capacity to design macro-economic and sector policy, improving macro-economic management and planning tools and training managerial staff to use them. The government also prepared an Interim Poverty Reduction Strategy Paper, two of the six thrusts of which were: (i) restoration of macroeconomic stability to establish conditions for pro-poor growth; (ii) strengthening of the peace process, security and good governance.

Bank activities in the country and in this sector: at project appraisal, the country had barely emerged from a period of sanctions, having accumulated arrears of payment due to the pervasive insecurity. As a result, the Bank had no programme in the country. Furthermore, the Bank had prior to then never financed an institutional support project in Burundi.

Ongoing activities financed by the Bank or other donors: in contrast, the World Bank, the European Union, the French Cooperation Agency, the Belgian Cooperation Agency and the UNDP were actively involved in capacity building. The World Bank, in particular, financed the restoration of the macro-economic model. The segment of the ICBP relating to support to the PIP is therefore complementary to the WB project.

Since then, the Bank has approved another good governance project (the *Governance Structures Support Project*, PASG, aimed at further boosting the capacity of supervisory bodies.

C. PROJECT OBJECTIVE AND LOGICAL FRAMEWORK

1. State the Project Development Objective(s) (as presented in the appraisal report)

The sector goal of the project is to contribute to building the capacity to design, implement and monitor economic policies. Specifically, the project aims to develop and consolidate capacity in macroeconomic planning, public investment programming and strengthening of the statistical system by focusing on the development of human resources, improvement of managerial procedures and modernization of working tools.

2. Describe the main project components indicating how each will contribute to the achievement of the project objectives

The main components of the project are :

A. Strengthen Macroeconomic Management: The objective under this component is to : (i) strengthen macro-economic planning capacity by reinforcing macroeconomic analysis, forecast and framing tools; (ii) provide technical tools and build needed capacity for defining and managing debt policy; (iii) build the capacity of the Institute of Economic Studies of Burundi (ISTEEBU) to produce good quality and accessible statistics, which is of paramount importance for designing and monitoring economic and social policy.

B. Strengthen Public Investment Programming and Management: Under this component, the project will support the efforts of the Ministry of Planning to put in place a functional system of public investment programming by building human and technical capacity at the central (Ministry of Planning) and sector level (Ministry of Agriculture and Livestock and Ministry of Public Works and Infrastructure - the two major contributors to overall PIP).

C. Support the Establishment of an Employment Observatory and Strengthen the National Capacity in Continuous Training: The aim is to improve knowledge of the labour market by setting up a National Employment and Training Observatory (ONEF) to collect data in the sector and contribute to the formulation of a national employment policy, as well as strengthen the national capacity in continuous training. This programme component focuses on trade and industry, employment promotion and development of information and communication to promote private sector development.

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

CHARACTERISTICS OF PROJECT OBJECTIVES		EVALUATION	RATING
RELEVANT	a) Relevant in terms of consistency with the country's development priorities.	The project objectives are consistent with the priorities under Pillar I of the I-PRSP (promote peace and democratic good governance, sub-theme 3) build human capacity to manage public affairs)	4
ACHIEVABLE	b) Objectives adjudged to be achievable vis-à-vis the inputs to the project and the timeframes envisaged.	The project objectives as contained in the PAR were achieved. However, it would have been better to have had more time and resources to consolidate the gains made in the areas of training and technical assistance.	3
COHERENT	c) Consistent with the Bank's national or regional strategy.	The project is consistent with the Bank's strategy defined in Burundi's Country Dialogue Paper 2003-2004.	4
	d) Consistent with the Bank's global priorities.	This is an institutional capacity building project aimed at improving governance. It is wholly consistent with the overall priorities of the Bank.	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.

COMPONENTS	ACTIVITIES	RESULTS	EXPECTED OUTPUTS	MEASURABLE INDICATORS
Component 1 : Strengthening of Macroeconomic Management	Strengthen macroeconomic planning	The statistical machinery is more efficient	Was not determined in the logframe	Economic and social indicators are regularly available from end-2005 onwards
	Improve debt management	Debt is better monitored	Was not determined in the logframe	Coherent databases on debt are compiled before end-2005
Component 2 : Strengthening of Public Investment Programming and Management	Strengthen the Planning and Public Investment Directorate	Public investment is being managed satisfactorily	Was not determined in the logframe	The PIP implementation rate improves steadily from 2006 onwards
	Support MINAGRIE and MTPE Planning Units	Adequate computer equipment was procured for the structures concerned by the project	Was not determined in the logframe	From 2006 onwards, the PIP design is based on criteria that reflect the macroeconomic and sectoral priorities of the government
Component 3 : Support to the establishment of an Employment and Training Observatory and Building National Capacity in Continuous Training	Support the establishment of ONEF	ONEF has been established (not defined in the PAR)	Was not determined in the logframe	No indicator was defined for this in the PAR
	Build country capacity in continuous training	The CPF is provided with the material and human capacity to carry out its work (not included in the PAR)	Was not determined in the logframe	No indicator was defined for this in the PAR

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.	A logical framework exists but is not sufficiently developed.	1
MEASURABLE	b) Sets out objectives and outputs in a way that makes them measurable and quantifiable.	The objectives under Component 3 are not defined in the draft of the logframe and the indicators for all components are not clearly measurable.	1
DETAILED	c) Mentions critical risks and assumptions.	The risks and assumptions are clearly stated. However, one major risk pertaining to training was left out (i.e. the danger that trained managerial staff will leave for better-paying jobs).	2

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 approximative 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	Proportion of Project Cost (% as stated in the appraisal report)	Weighted rating (automatically generated)
Expected Results	Results Obtained			
The statistical apparatus is more effective	ISTEEBU has a national accounts database for 2005 and work is ongoing on the database for 2006	3	18.6	0.6
2 Monitoring of debt is more satisfactory	The SYGADE 5.3 software has been procured and managerial staff in the Treasury have been trained to use it. The "public debt" database is working properly	4	8.5	0,3
3 Public investment management is satisfactory	A large number of managers have received training on methods and procedures. A PIP database is functional. A PIP that reflects macroeconomic priorities has been established but the fact that it makes no reference to macroeconomic forecasts limits its scope.	3	19.7	0.6
4 Adequate computer equipment has been procured for the structures concerned by the project	All the equipment earmarked was procured expeditiously and networking has been done. Additional equipment was procured as a result of the cost-saving made.	4	16.5	0.7
5 ONEF is in place	ONEF is in place and the staff have been trained.	4	12.8	0.5
6 The CPF is provided with material and human capacity for its work	The planned training was organised. The computer equipment was procured, even in greater number than initially planned.	4	14.4	0.6
GENERAL RATING OF RESULTS [corresponds to the total of weighted ratings]				3
N.B. : the proportion of project cost for each result is not provided in the PCR. It was calculated based on the costs stated in the table of costs by activity.				

Tick here to ignore the automatic calculation

State reasons why automatic calculation was ignored

Enter the new rating or re-enter the automatically calculated rating **3**

II. OUTPUTS 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 (No estimates were given. Thus, as a guide, general indicators were identified during the preparation of this PCR)	Outcomes	
Component A : Strengthening of Macroeconomic Management		
Technical Assistance	Technical assistance was provided as follows: 1 Macro-Economist for 3 months; 1 Debt Specialist for 3 months, 1 Specialist in computerised debt management (SYGADE 5.3); 4 two-week missions by 1 National Accounts Expert from AFRISTAT; procurement of SYGADE 5.3 software from UNCTAD and its installation in the Treasury Directorate.	2
Local Training	37 management level staff received training consisting in an introduction to computers and were able to master the use of standard database applications; 119 management staff were trained on macro-economic modules, debt analysis, management, labour law and labour markets.	2
Training and/or Courses Abroad	11 persons attended 3-5 week training sessions in the following areas: poverty reduction programmes and projects, public debt strategy and reduction; preparation of national accounts.	2
Vehicles, computer and office automation equipment	26 PC+ UPU; 15 laser printers; 3 large format printers; 7 scanners; 2 PCs; 3 large format photocopiers. ISTEERU was provided with 8 mopeds to support its provincial offices.	2
Component B : Support to Public Investment Management		
Technical Assistance	1 Expert in Public Investment Programming for 10 months in the Planning Ministry; 2 Project Planning Experts in the MINAGRIE and MTPE Planning Units for 10 months 1 Information Technology expert, specialist in Project Monitoring, for 3 months to assist these other experts.	2
Local Training	70 management level staff were given training to introduce them to the use of computers and were able to master the use of standard database applications; 178 managers received training on macroeconomic modules; project management; management; public procurement; labour law and labour markets.	2

Training and /or courses abroad	32 persons received training abroad in project management; agricultural statistics; poverty reduction programming and projects .	2
Vehicles, computers and office automation equipment	26 PC+ UPU; 18 Laser printers; 3 large format Printers; 2 Scanners; 3 Servers+UPU; and 4 large format photocopiers. One 4x4 vehicle was procured for the Programming Directorate.	2
Component C: Support to the establishment of ONEF		
Technical Assistance	1 expert, specialist in Human Resource Management, for 10 months to help establish the Observatory and draft a national employment policy ; 1 expert, specialist in Human Resource Management, to help develop a training plan and facilitate its implementation in close collaboration with the E.N.A. (ex C.P.F.).	2
Local Training	49 management staff were given introductory training in the use of computers to design and manage standard database, 11 in data analysis and use of SPSS software; 136 management staff were trained in project management; training consultancy and labour markets; and employment in the informal sector.	2
Overseas training and /or courses	19 persons were trained overseas in labour and training.	2
Vehicles, computers and office automation equipment	35 P.C. + UPU ; 21Laser Printers ; 6 Large Format Printers; 6 Scanners ; 4 PCs ; 4 Overhead Projectors ; 5 Large Format Photocopiers.	2
Project Management	3 PC + UPU, 2 laser printers, 1 photocopier and 1 vehicle as well as operating costs and allowances for persons managing the project.	2
OVERALL RATING OF OUTPUTS [Corresponds to the average of the evaluation ratings]		2
X Tick here to ignore the calculated rating		

State reasons for ignoring the automatically generated rating

Enter the new rating or re-enter the automatically calculated rating

2

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

NA

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.

The results obtained are relatively satisfactory. Nevertheless, a number of factors pose a risk to these results. Training was dispensed sporadically, mostly in a single session, and crammed into a very short period, raising fears of dilution of knowledge. In addition, because the training was highly concentrated and intensive, it had an adverse effect on routine day-to-day work in the sense that the management staff were often unavailable. The training also had a perverse effect in the sense that the beneficiaries, having become more competitive on the job market, quickly sought employment outside the framework that had afforded them the training. Consequently, in the event of a second capacity building project, the Bank must ensure that training is spread out over a longer period and they should preferably be multiple sessions, shorter but more repetitive, so as to consolidate what has been learnt. At the same time, the Bank should urge the government to put in place a system whereby beneficiaries of training sign an undertaking not to leave the administration within a period proportional to the time spent training them. Another risk concerned the weakness of the macroeconomic framework and the sectoral strategies, both of which are crucial for the regular preparation of good quality PIP. It might perhaps have been better if the main focus of all support measures had been on these two preconditions before concentrating on the PIP preparation.

E. PROJECT DESIGN AND PREPAREDNESS 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 far 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 was appraised based on: (i) the needs of the Government of Burundi expressed in its "National Good Governance Capacity Building Programme" (PRCNBG) presented to the Brussels Forum in 2004; (ii) the priorities identified in the Interim Poverty Reduction Strategy Paper (I-PRSP); and (iii) the Bank Strategy described in the Country Dialogue Note 2003-2004. A participatory approach was adopted and the interventions of other partners in the sector, especially the World Bank, were also taken into account.

Being the first Bank-financed capacity building project in Burundi, the ICBP preparation drew from the experience of capacity building projects that the Bank had implemented in DRC and Rwanda, two other post-conflict countries. However, because the completion reports for these projects had not yet been prepared, the supervision reports were used as reference.

A light structure was deliberately chosen for the project management agency, consisting of 1 Coordinator, 1 Accountant, 1 Secretary and 1 Driver. The Coordinator and Accountant were recruited on the basis of a shortlist presented by the line Ministry, and their recruitment was approved by the Bank. However, this light structure brought its own problems, particularly with regard to internal management control of the project, where the Coordinator and Accountant had to take on functions that were incompatible, particularly under Burundian law. The project was to have benefited from the services of an international procurement expert, who should have been

recruited for 12 months within the PASG framework. However, because the recruitment procedure was lengthy and actually delaying project implementation, that expert was never recruited. The project requested several times that the position be converted into an additional post within the PIU but to no avail. It was only after the second extension that the Bank allowed the recruitment of two assistants, one to take charge of accounts and the other procurement. The absence of internal control is a risk that could slow the pace of implementation and encourage fraud through embezzlement of funds.

The fact that technical assistance had been designed as mostly single missions concentrated over a period of time, especially for computer training, negatively affected effectiveness.

The PAR had envisaged the establishment of a steering committee comprising representatives of the beneficiaries. In fact, establishment of this committee was one of the conditions for grant effectiveness.

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		EVALUATION	Evaluation rating
REALISM	a) Because of its complexity, the project is underpinned by an analysis of country capacity and its political commitment.	The political situation in the country had only just begun to improve with the signing of the Arusha Agreements in 2000 and a cease-fire agreement in 2003. During the negotiations leading up to these agreements, the different political actors had agreed to recognise the crisis situation in the country as a governance deficit, particularly in the area of economic policy.	3
EVALUATION OF RISKS AND MITIGATIVE MEASURES	b) Project design takes the risk analysis fully into account.	The project design takes account of risks related to the weak capacity in the country but did not propose adequate mechanisms to curtail the adverse effects. Also, the risk of trained staff leaving the administration immediately after their training was not identified and no mitigative measure was, therefore, put in place. Lastly, the light structure of project implementation is a source of additional risks.	2
USE OF THE COUNTRY'S SYSTEMS	c) The mechanisms for procurement, financial management, monitoring and/or others are the same as those already being used by the government and/or other partners	As Burundi is a post-conflict country only emerging from a period of sanctions by the Bank, the systems used for both procurement and financial management are those of the Bank.	2

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.	The institutional arrangement for project implementation is adequate. However, the focal points within the beneficiary structures were playing the same role as members of the Steering Committee. Therefore, it was decided that the focal points should also be the representatives on the CPF. In contrast, it was a very good idea that the direct beneficiaries sat on the Steering Committee. The technical secretariat of the PNRCGB Interministerial Steering Committee did not function as such but its secretary sits on the Steering Committee. Because of the light structure of the Implementation Unit, the Coordinator and the Chief Accountant had to exercise functions that were incompatible under Burundian law.	2	3
PREPARATION FOR PROCUREMENT	e) Documents needed for implementation (documents on specifications, design, procurement, etc.) are ready at the time of the appraisal	At project launching, the Manual of Rules of Procedure for Procurement of Goods and Services, the Manual of Rules of Procedure for Use of Consultants and the Disbursement Manual were not available.	1	1.
PREPARATION FOR MONITORING	f) The monitoring indicators and monitoring plan are adopted.	The estimated implementation schedule (p.27 of the PAR), the detailed implementation schedule (Annex 3 of the PAR), the expenditure schedule (p.25 of the PAR) all appear to be unrealistic. In particular, in respect of technical assistance for the PIP, disbursements were initially programmed to be made in equal tranches over the three years of project implementation whereas this is not usually the case in practice (disbursement flows are normally low in the first year.) Also, the indicators are not easily quantifiable.	1	1
BENCHMARK REFERENCE DATA	h) Collection of baseline data is completed or ongoing.	Baseline data was not included in the appraisal report.	1.	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]

Adherence to schedules: There was some delay in project start-up because the launching mission was delayed by 3 months; the installation of the accounting system was also delayed and there was no procurement expert. At the initial closing date (31/12/2007), all the activities had been implemented, but for reasons mostly outside the control of the Bank and the Borrower (internal problems within the firm recruited to provide technical assistance), they had not been concluded. Moreover, additional time was needed before the savings that had been made could be utilised. The first extension, by 6 months, was not long enough to carry out the remaining activities. Therefore, a second extension was granted, with the duration fixed based on the activities remaining.

Performance of consultants: The firm contracted to provide the bulk of the technical assistance did not start work on time due to its own internal problems. These delays could have been avoided had the firm's head office managed the field mission better. Despite all these, the training provided was of good quality and over 700 management staff were trained and the database compiled as stipulated in the PCR.

Effectiveness of Bank supervision: from 2005 to 2008, Bank supervision was inadequate with only 1 supervision mission a year (see annex showing Bank contribution). However, for 2009, the project benefited from 2 supervision missions ahead of the completion mission. There has also been a rapid turnover of project officer, a total of five in quick succession since 2004.

Effectiveness of supervision by the Borrower: The project steering committee does not meet regularly; it meets only when the project runs into difficulty and the committee must step in to assist.

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.

During the appraisal, the areas of intervention of the Bank project were defined to complement those of the World Bank's *Economic Management Support Project* (PAGE). In particular, Bank activities focused on helping the country to develop and master the techniques for preparing a Public Investment Plan, which would be incorporated into the macroeconomic model being renovated at the time with World Bank funding. All the same, coordination could have been better, especially during the implementation phase. Some overlapping was noted in the support activities, especially those relating to the economic framework and the PIP preparation. Better coordination during the implementation of ICBP would have translated into greater coherence of activities in support of the macroeconomic framework and the PIP. The project is not jointly financed.

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

As stated in the preceding section, the Bank did endeavour, when designing the project, to harmonise its areas of intervention with those of the World Bank. However, there is very little coordination in the capacity building area, despite the Bank's best efforts.

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 : 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	Differential in months between the estimated and effective closing date or the 98% disbursement date	At the initial closing date, all the activities planned in the PAR were ongoing but more time was needed to complete them. In addition, the project had actually made cost savings that could be utilised. However, the first extension was too short for these new activities to be carried out.	3
		17		
BANK PERFORMANCE	b) Bank compliance with :			
	Environmental protection measures	The project has no environmental impact.		N.a.
	Fiduciary arrangements	The Bank asked for, and received, the opinion of ORPF on the audit reports for 2006, 2007 and 2008. It forwarded these opinions to the PIU. The deliberate choice of a light structure for the implementation unit constitutes a fiduciary risk for the project, especially considering the weakness of internal control and the accumulation of functions.		2
	Covenants concluded in the framework of the project	The Bank identified a number of conditions for effectiveness, first disbursement and other aspects. Broadly speaking, the first disbursement conditions only seek to establish a framework that will ensure successful project implementation and monitoring.		3
	Bank supervision was adequate in terms of the skills-mix and the practicability of the solutions proffered.	The supervision was inadequate, particularly as the project encountered serious difficulties at start-up owing to frequent changes of project officers - there have been 5 project officers in quick succession since 2004. Furthermore, the Bank did not attempt to resolve the issue of a procurement expert until 2008 (the last extension), when two assistants were recruited (1 accounting assistant and 1 for procurement), which helped to lighten the workload of the Coordinator and the Accountant.		2
	Project management supervision by the Bank was satisfactory.	Only one supervision mission a year was fielded from 2005 to 2008.		2

BORROWER PERFORMANCE	c) The Borrower complied with:		
	Environmental protection measures	The project has no environmental impact.	N.a.
	Fiduciary measures	The Bank received the audit report for 2008 in July 2009. By contrast, earlier audit reports were submitted with much longer delays. The PIU, on the other hand, consistently applied the recommendations of the Bank with regard to auditing.	2
	Covenants concluded in the framework of the project	The conditions for entry into force and first disbursement as well as the other conditions were fulfilled within a relatively satisfactory period of 8 months.	3
	The Borrower paid attention to the conclusions and recommendations made by the Bank during its supervision of the project	Overall, project management by the Borrower and its capacity to apply the Bank's recommendations are satisfactory.	3
	The Borrower collected and used information from the monitoring process in its decision-making.	Same as above.	3

G. COMPLETION

1. Was the PCR provided in a timely manner, in accordance with Bank Policy?

Date 98% disbursement was achieved (or date of closing, if applicable)	Date PCR was sent to pcr@afdb.org	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.
22/5/2009	20/11/2009	6	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 PCR preparation team consisted of the Country Economist for Madagascar and the OSGE Project Officer. The mission spent 10 days in Bujumbura and engaged in extensive dialogue. The Project Implementation Unit, comprising representatives of the beneficiaries (the Unit was established right from project start-up), was consulted on the project outcomes as well as the quality of relations between the beneficiaries and the Bank at both the project design stage and during its implementation. The main sector partners were also consulted, particularly the World Bank, whose *Economic Management Support Programme* (PAGE) is complementary to the ICBP. The PCR process led to the conclusion that, on the whole, the project objectives were achieved in spite of some delays. However, the project impact would have been greater, especially in the area of training, if the budget had allowed for repetitive sessions to be conducted instead of single sessions. The PCR was prepared in close collaboration with the Project Implementation Unit.

H. LESSONS DRAWN FROM THE 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*]

Lessons for the Government :

- **Staff Training:** Since some staff promptly left the administration after training to take up better paid jobs, the Government needs to introduce a system whereby staff will sign an undertaking to stay in service for a given period of time after attending any long training course. Appraisal reports should include an indicator for monitoring the number of persons trained who remained in the departments or continued to work for the government at the end of the project.
- **Experience acquired:** the Burundian government is able to successfully implement an institutional capacity building project and can better define its needs.
- **Donor coordination:** the fact that there was overlapping between the interventions of some donors shows the need for greater coordination between donors, with the Government of Burundi as lead coordinator. A Unit could be created in the National Commission for Aid Coordination to centralise needs and engage dialogue with donors regarding the allocation of resources, especially in capacity building and governance.

Lessons for the Bank :

- **Structure of the PIU:** even though a light structure makes for lower operating costs, it should not constitute an additional risk factor and result in a violation of the laws of the country. It is therefore recommended that PIUs comprise, at the very least, 1 Coordinator; 1 Monitoring/Evaluation and Coordination Officer; 1 Procurement Officer; 1 Accountant; 1 Assistant Accountant; 1 Project Assistant and 1 Messenger.
- **Project duration:** where there is an extension of the initial date of last disbursement, the extension period should be long enough to allow procurement procedures to be carried out for the activities in respect of which the extension was granted. ;
- **Bank supervision:** particularly in the context of a fragile State, Bank supervision standards must be upheld. Also, changing the project officer less frequently would promote greater stability in the Bank's management.
- **Areas of intervention:** because the project was dispersed over three components despite the limited budget, action could not be intensified in the one area that the project specifically targeted, i.e. to build capacity for developing a PIP.
- **Monitoring/evaluation framework:** the absence of a good quality monitoring/evaluation framework, with measurable objectives and clearly defined monitoring indicators, complicated the implementation of the project and assessment of its impact. It is therefore vital to draw up complete and detailed monitoring/evaluation frameworks at appraisal so that project implementation can be monitored properly.

I. SUMMARY OF RATINGS OBTAINED BY THE PROJECT

All evaluation ratings are calculated automatically by the computer from the relevant section of the PCR

CRITERIA	SUB-CRITERIA	Evaluation Rating
PROJECT OUTPUT	Achievement of results	3
	Achievement of outputs	2
	Adherence to schedule	3
	OVERALL RATING OF PROJECT OUTPUTS	3
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.	3
	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.	1
	The objectives and outputs as presented in the logframe are measurable and quantifiable	1
	The logframe sets out the critical risks and assumptions	2
	The country's capacity and political will are adequate to enable it implement a project of this complexity	3
	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.	2
	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	1
	Monitoring indicators and the monitoring plan are adopted	1
	Collection of baseline data is concluded or ongoing	1
	NOTE PARTIAL RATING OF PROJECT DESIGN AND PREPARATION STATUS	2
	Supervision :	
	Bank complies with :	
Environmental protection measures	N.a.	
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
	OVERALL RATING OF BANK PERFORMANCE	2
BORROWER PERFORMANCE	Design and Preparation Status	
	Responsibilities for implementation of the project are clearly delineated	3
	Documents required for implementation (documents on specifications, design, procurement, etc.) are ready at the time of appraisal	1.
	Monitoring indicators and the monitoring plan are approved ; collection of baseline data is completed or ongoing	1
	RATING OF THE PROJECT DESIGN AND ITS PREPARATION STATUS	2
	Implementation	
	The Borrower complied with :	
	Environmental protection measures	N.a.
	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	3
	The Borrower based its decisions on the information learnt from the monitoring	3
	PARTIAL IMPLEMENTATION RATING	3
OVERALL BORROWER PERFORMANCE RATING	3	

J. PROCESSING		
STAGE	SIGNATURE AND OBSERVATIONS	DATE
Checked by Sector Division Manager	Mrs. Marlène Kanga	
Checked by Regional Director	Mrs. Diaretou Gaye	
Approved by Sector Director	Mr. Gabriel Negatu	

LIST OF ANNEXES

1. Project Cost and Financing

- a. Project cost by component
- b. Resources by source of financing

2. Inputs by the Bank.

State the names of the key members of the team and the roles they played during preparation and supervision. Provide a consolidated list, in chronological order, of the preparation, supervision and completion missions. Supply the dates and ratings given by the last supervision mission.

3. Economic Analysis (ERR) and Financial Analysis.

Recalculate the economic rate of return based on the costs and benefits at completion, and compare with the estimates at appraisal. Set out by component, if necessary. Analyse the sensitivity of the ERR to the key assumptions. Present a financial analysis of the project's beneficiary structures.

4. Final Procurement Plan.

5. List of supporting documents

ANNEX I

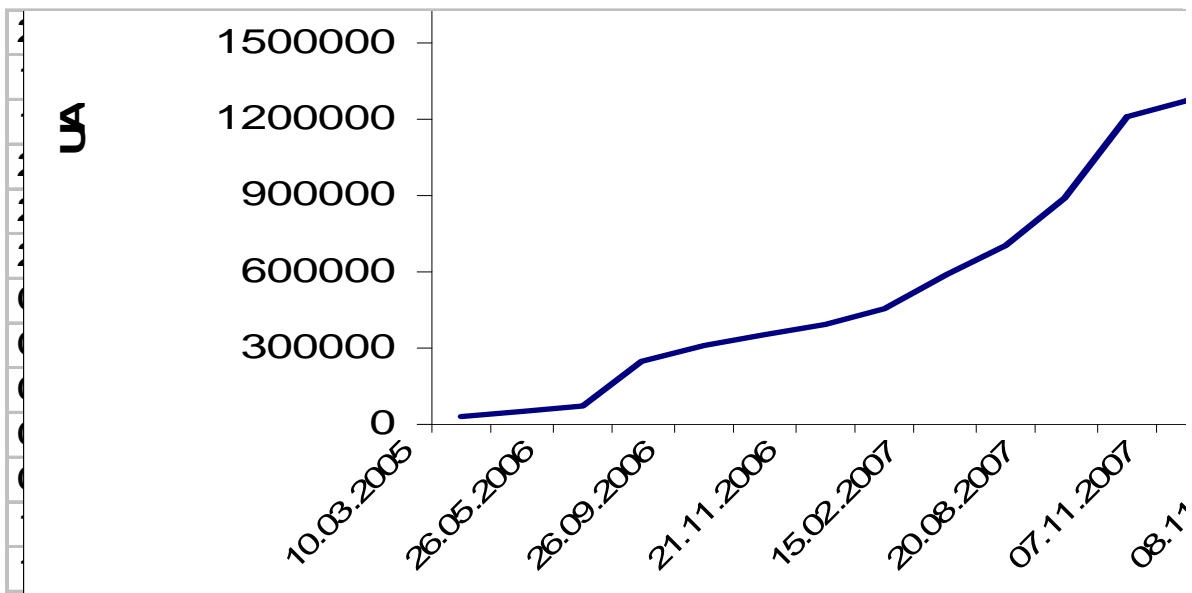
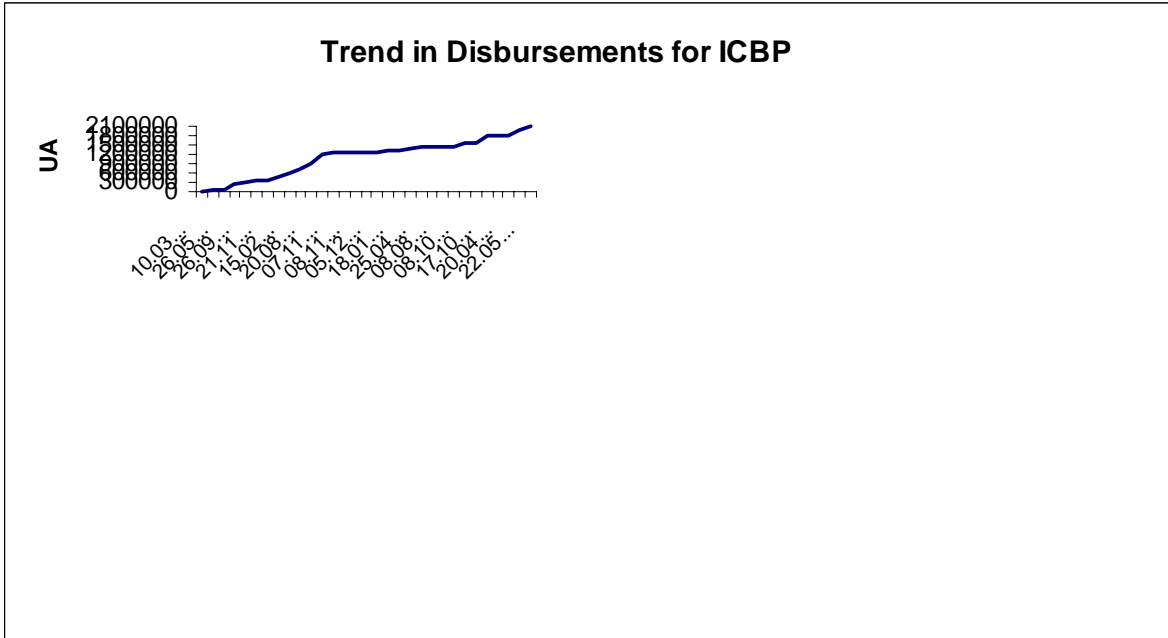
At Appraisal: February 2004							
PROJECT COST BY COMPONENT							
	BIF Million			UA Million			%
	F.E.	L.C.	Total	F.E.	L.C.	Total	
A. Strengthening of Macroeconomic Management	611.87	158.4	770.27	0.39	0.1	0.49	21.88%
B. Strengthening of Public Investment Programming	997.17	116.28	1113.45	0.64	0.07	0.71	31.70%
C. Support to Establishment of ONEF and Strengthening of Continuous Training Capacity	656.84	243.95	900.79	0.42	0.16	0.58	25.89%
D. Project Management and Audit	176.18	268.85	445.03	0.11	0.17	0.28	12.50%
Total base cost	2442.06	787.48	3229.54	1.56	0.50	2.06	91.96%
Contingencies	122.10	39.37	161.47	0.08	0.03	0.11	4.91%
Sub-total	2564.16	826.85	3391.01	1.64	0.53	2.17	96.88%
Price escalation	97.68	31.5	129.18	0.06	0.01	0.07	3.13%
Project cost	2661.84	858.35	3520.19	1.70	0.54	2.24	100.00%
COST BY EXPENDITURE CATEGORY							
	BIF Million			UA Million			%
	F.E.	L.C.	Total	F.E.	L.C.	Total	
1. Consultancy services	1029	0	1029	0.66	0	0.66	29.46%
2. Training	634.5	386.2	1020.7	0.4	0.25	0.65	29.02%
3. Equipment	637.4	100.3	737.7	0.41	0.06	0.47	20.98%
4. Operation	0	300.9	300.9	0	0.19	0.19	8.48%
5. Audits	141.2	0	141.2	0.09	0	0.09	4.02%
Total base cost	2442.1	787.4	3229.5	1.56	0.5	2.06	91.96%
Contingency	122.1	39.4	161.5	0.08	0.03	0.11	4.91%
Sub-total	2564.2	826.8	3391	1.64	0.53	2.17	96.88%
Price escalation	97.7	31.5	129.2	0.06	0.01	0.07	3.13%
Project cost	2661.9	858.3	3520.2	1.7	0.54	2.24	100.00%
At Completion : September 2009							
PROJECT COST BY COMPONENT							
	UA Million				%		
A. Strengthening of Macroeconomic Management	0.79				37.2%		
B. Strengthening of Public Investment Programming	0.61				28.7%		
C. Support to the establishment of ONEF and Building of Continuous Training Capacity	0.49				23.2%		
D. Project Management and Audit	0.23				10.8%		
TOTAL	02.13				100.0%		
PROJECT FINANCING							
	UA Million						
	At Preparation			At Completion			
ADF	2 130 000			2 130 000			
Government	110 000			149 791			
Total	2 240 000			2 279 791			

Missions	Dates	Team Composition	Observations
Identification Mission	Nil		
Preparation Mission	Nil		
Appraisal Mission	09.02-20.02 2004	Abou Ba, Country Economist	Prior to appraisal, the project was estimated to cost UA 5.31 million. Following the appraisal mission, funding for the project was reduced to UA 2.24 million. The main thrusts of the project were retained. The Bank amended the project unilaterally without informing the country authorities or asking their opinion. The mission was unable to find any written documentation on the internal authorisation process at the Bank. The project officer did, however, inform the project appraisal team that the Senior Management Committee had met in April 2009.
Negotiations	Nil		The team that prepared the completion report was told that, since this was a grant, no negotiations had been held.
Approval by the Board	07.07 2004		
Entry into Force	17.09 2004		
First Disbursement	01.02 2005		
Launching Mission	04.03 - 16.03 2005	Abou Ba, Country Economist	The launching mission did not organise training on rules and procedures for disbursement and procurement.
First Supervision	19.03 - 01.04 2006	Abou Ba, Country Economist and Emmanuel Anuisiwu, Economist	During a dialogue mission, the team held a meeting with the Steering Committee to discuss the progress of the project and to raise problems being encountered in its implementation.
Second Supervision	02.12 - 14.12 2006	André Nzapayeke and Abou Ba	
Third Supervision	06.12 - 20.12 2007	MBI Bouabdali and S.Ibrahim	
Familiarisation Mission to Tunis	9.04 - 13.04 2007	André Nzapayeké (OSGE), Neila Conté (ORPF), D. Kouassi and A. Mouna (FFCO), A. Fall (GECL), Oswald Mbazumutima (OAGL) and Issiaka Zoungranna (JAI)	Following the recommendation of the December 2007 mission, the project management team undertook a mission to the Bank. The meetings held during this mission helped to iron out issues surrounding all the dossiers that were pending.
Fourth Supervision	21.08 - 13.09 2008	Michel Mallberg	
Fifth Supervision	23.03 - 02.04 2009	Michel Mallberg and Adam Amoumoun	
Sixth Supervision	05.06 - 11.06 2009	Michel Mallberg	
Mission to prepare Completion Report	12.09 - 24.09 2009	Michel Mallberg and Mélanie Xuereb-de Prunelé	

Missions	Dates	Team Composition	Observations
First Extension of Last Disbursement Date	25.04 2008		
Second Extension of Last Disbursement Date	04.07 2008		
2005 – 2006 Audit Report	14.01 2009		Forwarded to ORPF. Opinion of ORPF received. The Bank approved the report and has forwarded its comments on the audit report to the project
2007 Audit Report	14.01.2009		Forwarded to ORPF. Opinion of ORPF received. The Bank approved the report and has forwarded its comments on the audit report to the project
2008 Audit Report	15.07.2009		Forwarded to ORPF. Opinion of ORPF received. The Bank approved the report and has forwarded its comments on the audit report to the project

RATINGS FOR THE LAST SUPERVISION

INDICATORS	RATINGS				
	Earlier reports				This report
	02.12.2006	06.12.2007	21.08.2008	23.03.2009	05.06.2009
A. PROJECT IMPLEMENTATION					
Compliance with loan conditions precedent to entry into force	2	2	2	2	2
Compliance with General Conditions	2	2	2	2	2
Compliance with Other Conditions	2	2	2	2	2
B. PROCUREMENT PERFORMANCE					
Procurement of Consultancy Services	2	2	2	2	2
Procurement of Goods and Works	2	2	2	2	2
C. FINANCIAL PERFORMANCE					
Availability of Foreign Exchange		3	2	2	2
Availability of Local Currency	2	3	2	2	2
Disbursement Flows	1	2	2	2	2
Cost Management	2	2	2	2	2
Performance of Co-Financiers		2	2	2	2
D. ACTIVITIES AND WORKS					
Adherence to implementation schedule	1	1	2	2	2
Performance of Consultants or Technical Assistance	2	2	2	2	2
Performance of Contractors	2	2	2	2	2
Performance of Project Management	1	2	2	2	2
E. IMPACT ON DEVELOPMENT					
Likelihood of achieving development Objectives	2	2	2	2	2
Likelihood that benefits will be realized and sustained beyond	2	2	2	2	2
Likely contribution of the project towards an increase in	1	2	2	2	2
Current Rate of Return					
F. OVERALL PROJECT ASSESSMENT					
Current Supervision Average	1.73	2.06	2	2	2
Current Trend over time					1.96
<i>RATINGS: 3 = Highly Satisfactory, 2 = Satisfactory, 1 = Unsatisfactory, 0 = Highly Unsatisfactory, ' ' = Non applicable</i>					
STATUS					
Implementation Progress (IP) = 2.00 Development Objectives (DO) = 2.00 OVERALL STATUS : NON PROBLEMATIC PROJECT / NON POTENTIALLY PROBLEMATIC PROJECT /					



PROCUREMENT PLAN

No procurement plan was drawn up for this project. A procurement plan has become mandatory only since the new Bank rules for procurement came into force and the last procurements under the project were already under way by then.

SOURCES OF INFORMATION

1. Project Appraisal Report
2. Aide-mémoire for Supervision Missions
3. Back-to Office Reports
4. Dialogue Note 2003-2004
5. I-PRSP
6. Audit Reports 2006, 2007 and 2008
7. Project Status Reports
8. Final Technical Assistance Report

Rating Scale and Explanations

RATINGS	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
NA	Not Applicable