

PROJECT COMPLETION REPORT (PCR)

A. PROJECT INFORMATION AND KEY DATES

I. BASIC INFORMATION

Project Number: P-RW-DBO-008	Title of Project: Road Infrastructure Project	Country: Republic of RWANDA	
Loan Instrument(s): <ul style="list-style-type: none"> ▪ Loan Agreement ADF No. 2100150007144 ▪ Protocol of Agreement (ADF grant) No. 2100155001985 	Sector: Transport	Environmental Category: II	
Initial Commitment(Allocation) : Loan: UA 13 500 000 Grant UA 1 500 000	Amount to be Cancelled: 0 Balance: UA 3.30 million Balance: UA 0.54 million	Amount Disbursed: UA 9 162 408.3 UA 730 456.93 N.B. Outstanding payments are currently being processed.	% Disbursed : 89.82 % 76.08 % N.B. % disbursed is given in ratio to real commitments

Borrower: Government of the Republic of Rwanda

Executing Agency: Ministry of Infrastructure / : **Project Management Unit (PMU)**

Co-financiers and Other External Partners : NA

II. KEY DATES

Project Concept Note Approved by Com.Ops.: NA	Appraisal Report Approved by Com.Ops.: NA	Approval by Board of Directors: 8 September 2003
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Restructuring(s) : N.A

	Initial Date	Effective Date	Difference in terms of months Effective date-Initial date
ENTRY INTO FORCE			
<ul style="list-style-type: none"> ▪ Loan ▪ Grant 	September 2003 6 November 2003	12 October 2004 6 November 2003	13 0
MID-TERM REVIEW	None planned	5-20 December 2007	NA
CLOSURE	31 December 2007	31 December 2009	24

III. RATINGS SUMMARY

CRITERIA	SUB-CRITERIA	RATINGS
PROJECT OUTPUT	Achievement of Results	3
	Achievement of Outputs	4
	Adherence to Schedule	3
	OVERALL PROJECT OUTPUT	3
BANK PERFORMANCE	Design and Preparation Status	4
	Supervision	3
	OVERALL PERFORMANCE OF THE BANK	4
BORROWER PERFORMANCE	Design and Preparation Status	4
	Implementation	3
	GENERAL PERFORMANCE OF THE BORROWER / DONOR	4

IV. PROJECT OFFICERS WITHIN THE BANK		
FUNCTIONS	AT APPROVAL	AT COMPLETION
Regional Director	NA	Mme D. GAYE
Sector Director	Mr. A.R. RAKOTOBÉ	Mr. G. MBESHERUBUSA
Sector Division Manager	Mr. B.M.L. ASKOFARE	Mr. J. RWAMABUGA
Project Officer	Mrs. N. SENOU	Mr. A. MOHAMED
Team Leader of the PCR		Mr. A. MOHAMED
Members of the PCT Team		Mrs. N. SENOU; Chief Transport Economist (consultant); Messrs. R.BASHIRAHISHIZE, Civil Engineer (consultant) and J.B. SINDAYIRWANYA, VIH/AIDS Specialist (consultant)

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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]

Rwanda is a landlocked country far from sea ports and has been through a period of political instability, which left its transport infrastructure in a state of deterioration from lack of maintenance over many years. This has been a major handicap to opening access to the interior of the country whose population density (305 inhabitants/km²) is among the highest in the world. Within the framework of the Paved Road Infrastructure Reconstruction and Preservation Programme, and following the torrential rains of 1997 and 1998, the Government embarked on the Road Infrastructure Programme (PIR) in 2000. The main challenge facing the country was to create conditions that would be conducive to sustainable economic growth and poverty reduction.

The project is consistent with the Country Strategy Paper (CSP) 2002-2004 for Rwanda, which the Bank approved in July 2003, the Poverty Reduction Strategy Paper (PRSP) and the "Transport Sector Policy Declaration" adopted by the Government in August 2002. The objectives of this sector policy fall within the framework of Vision 2020, which sets out Rwanda's development plans and programmes to be attained by 2020. The project impact area (PIA) covers the former Provinces of Cyangugu, Kibungo and Kigali-Ngali. With the new administrative map of the country, the PIA now covers the current West and East Provinces. The project was appraised in 2003 on the basis of the technical, economic, environmental and social studies carried out with financing from the Government. The PIR is the Bank's first road project in the transport sector after the war. The Bank also approved, in December 2008 and March 2009, the Multinational Nyamitanga-Ruhwa-Ntendezi-Mwityazo Road Project (Burundi-Rwanda) and the Butare-Kitabi-Ntendezi Road Project (Rwanda). These projects are part of the continuing effort to implement the Priority Road Network Improvement Programme. It should be pointed out that the Government's Medium-Term Investment Programme (2008-2012) accords priority attention to the rehabilitation/maintenance of its trunk roads, which is the backbone of the productive sectors, particularly agriculture and agro-industry. This investment programme provides a reference framework for all the other donors working in the transport sector, including the World Bank, European Union, Arab Funds and the OPEC Fund.

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C. PROJECT OBJECTIVE AND LOGICAL FRAMEWORK

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

The sector objectives of the PIR are to: (i) contribute to improving the general service on the priority road network, opening up the country and fostering sub-regional integration, particularly with the Democratic Republic of Congo and the Republic of Burundi, and promoting economic recovery; and; (ii) support the Government in its policy of post-university training and its HIV/AIDS control efforts. The PIR's specific objectives include: (i) reducing transport cost; (ii) opening access to agricultural and industrial production areas in the former Cyangugu, Kibungo and Kigali-Ngali Provinces; (iii) improving the living conditions of the neighbouring population and their awareness of HIV/AIDS, road safety and environmental protection; and (iv) building the technical and operational capacity of the Road Department.

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

Component 1 : Works and Monitoring of Works

This component consists in:

(i) Road works involving: (a) reconstruction of the Cyangugu – Bugarama (39 km) and the Mutongo– Rusizi II slip road (4.8 km) into a pavement in bituminous concrete 6 m wide with 2 shoulders each from 1 to 1.5 m; and (b) development of about 70 km of connected rural tracks ;

(ii) Bridge works: reconstruction of the Gashora bridge (on the Kibungo – Ngenda road) as a composite concrete bridge spanning 62 m.

(iii) Monitoring and supervision of works to ensure technical and financial monitoring of works implementation.

On completion of the works, around 630 000 people in the project influence area will be able to use the road and it will ease access to predominantly agricultural rural areas.

Component 2: Road Study

This is the study on the rehabilitation of the Butare-Cyangugu road (153 km), consisting of a technical, economic, environmental and social study and the preparation of bidding documents (BD) for the works. These documents provided the Government with an acceptable dossier on which to base its decision to embark on the Butare-Kitabi-Ntendezi Road Improvement Project, which the Bank is currently financing.

Component 3: Capacity Building and Sensitisation

This component entails: *(i)* training of 10 road engineers and 20 senior technicians in contracting, road and bridge building techniques, road security, project organisation, planning and management; and *(ii)* organisation of four sensitisation seminars for around 30 000 people on road security, compliance with axle load requirements, environmental protection and control of STIs, including HIV/AIDS. This component helped to improve the institutional and technical capacity of the staff responsible for roads in the Ministry of Infrastructure.

Component 4: Project Management

This includes: *(i)* supporting the Rehabilitation and New Works Division (RNWD), responsible for project implementation, through the supply of computer equipment (three computers and accessories) and transport equipment (two vehicles for sites), and assuming financial responsibility for the operational cost of the RNWD; *(ii)* project audit covering: - technical audit of works to verify that the works are performed as stipulated in the specifications and – the financial audit of the project, which verifies that procurements conform with Bank rules and also checks the regularity of expenditures made.

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.	Project objectives are relevant to the national strategy that aims to reconstruct the country's priority road network, which underpins the productive sectors, especially agriculture and agro-industry.	4
ACHIEVABLE	b) Objectives adjudged to be achievable vis-à-vis the inputs to the project and the timeframes envisaged.	The overall objective, which is to contribute to improvement in the general service level on the priority road network, open up the country and promote sub-regional integration, can be achieved through the reconstruction of the Cyangugu-Bugarama road and its slip road, and by developing connected rural tracks to improve mobility of the people and their access to centres of economic activity, thereby boosting trade.	3
COHERENT	c) Consistent with the Bank's country or regional strategy.	The project is consistent with national priorities at a time when the country was still dealing with the consequences of the war	4
	d) Consistent with the Bank's overall priorities.	The project is consistent with the Bank's transport policy.	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 : Works and Monitoring of Works	Preparation, procurement and implementation of road works and monitoring of works (road, slip and track)	Cyangugu-Bugarama road and its Mutongo-Ruzizi II slip road are rebuilt and the rural tracks developed	Road works carried out as scheduled	39 km road and 4.8 km slip road constructed and 70 km of rural tracks developed; final reports on monitoring services
	Preparation, procurement and execution of bridge works and monitoring of works	Gashora bridge rebuilt	Bridge works implemented as scheduled	Bridge with 62 m span; final reports on monitoring services
Component 2: Road Study	Preparation, procurement and implementation of the required study services	Detailed engineering designs and bidding documents prepared for works on the Butare-Cyangugu road	Studies and BD prepared in 2005	Study report and bidding documents for works

Component3: Capacity Building and Sensitisation	Capacity building	Technical staff of the Roads Directorate trained	Capacity of the Road Directorate enhanced	By 2006, 10 engineers and 20 senior technicians trained in road and bridge building techniques
	Sensitisation of population within the PIA	Population in the PIA sensitised to environmental protection, STIs, including HIV/AIDS, and road security	Services provided within the stipulated time frame	By 2006, around 30 000 people are sensitised on road security, environmental protection and HIV/AIDS control
Component 4: Project Management	Support to the "Rehabilitation and New Works Division" (RNWD)	RNWD provided with support	RNWD strengthened with equipment	RNWD equipped with transport equipment (2 vehicles for sites) and computer equipment (three computers)
	Technical audit of works and financial audit of the project	Technical audit of works and project financial audit undertaken	Services in respect of technical audit of works and project financial audit are carried out within the stipulated time-frame	Works technical audit report and project financial audit report

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.	There is a logical causal progression between activities, results and outcomes leading towards achievement of the project objective.	4
MEASURABLE	b) Sets out objectives and outputs in a way that makes them measurable and quantifiable.	The logical framework sets out measurable and quantifiable indicators for objectives and results.	4
DETAILED	c) Sets out critical risks and assumptions.	Assumptions and risks were fairly well-identified during the design phase and mitigative measures proposed.	3

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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	Proportion of Project Cost (% as stated in the appraisal report)	Weighted rating (automatically generated)
Expected Results	Results Obtained			
39 km road and 4.8 km slip roads rebuilt as well as 70 km of developed rural tracks;	39 km road, 4.8 km slip roads constructed and 51 km of connected rural tracks developed	3	66	1.98
Bridge with a span of 62 m rebuilt	Two 6 x 4 m rigid-framed bridges rebuilt	3	16.6	0.49
Detailed engineering designs and BD prepared for Butare-Kitabi-Cyangugu road works	Detailed studies (technical, economic, environmental and social) carried out – bidding documents delivered	4	5.8	0.23
10 engineers and 20 senior technicians trained in highway structure technology and bridge infrastructure	Training provided for 64 road staff (* 12 engineer in project organisation, planning, management and execution; * 10 engineers in contracting, * 12 engineers in road security, * 15 engineers in bridge infrastructure and * 15 in highway structure technology	3	1.7	0.06
Population in the PIA sensitised on environmental protection, STIs, including HIV/AIDS, and road security	4 awareness media campaigns organised for around 30 000 people in the project impact area to raise their awareness on road security (highway code and compliance with axle load regulations), environmental protection, and control of STIs, including HIV/AIDS.	4	2.8	0.11
Purchase of 2 vehicles, three computers and various items of furniture	Portable computer equipment (3 PCs, 1 colour printer, 1 scanner, 1 digital camera and 1 composite picture camera, 1 projector, 1 photocopier and sundry items) procured and delivered to the department responsible for roads	4	0.6	0.02
Technical audits of works and financial audit of the project are performed	4 technical audits performed and reports produced; 3 accounting audit reports (2006, 2007 and 2008) submitted and approved by the Bank	4	0.4	0.01
GENERAL RATING OF RESULTS [corresponds to the total of weighted ratings]				3

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	Outcomes	
Road works conducted according to schedule	Reconstruction works on the Cyangugu – Bugarama (39 km) road and its Mutongo– Rusizi II (4.8 km) slip road were carried out to schedule. However, works started 13 months late owing to the Government's delay in fulfilling the loan effectiveness conditions.	3
Bridge works implemented to schedule	The works were carried out to schedule. However, works that had been scheduled to commence in March 2004 could not start until June 2007. The delay was caused by the failure of the first invitation for bids where the financial tenders received were very high. The structure's technical design, therefore, had to be reviewed (construction of two 6x4m rigid-framed bridges instead of one bridge with a span of 62m as initially planned)	3
Studies and BD prepared by 2005.	The studies and bidding documents were prepared and delivered.	3
Capacity of the Roads Directorate strengthened	Following the central administration reform which resulted in the retrenchment of road staff, procurement of training services had to be deferred. The planned training did take place, albeit with some delay (2009).	4
Services for sensitisation seminars provided to schedule	Services in connection with sensitisation of the population in the PIA were provided within the stipulated timeframe.	4
RNWD strengthened with the supply of equipment	The planned equipment was delivered, except for the vehicles, procurement of which was cancelled by the Government pursuant to its decision to withdraw State support.	4
Audits performed within the stipulated timeframe	The technical audit of works and the financial audit of the project were performed to schedule.	4
OVERALL RATING OF OUTPUTS [Corresponds to the average of evaluation ratings]		4

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

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).

Thanks to the development of 51 km of rural tracks connected to the Cyangugu-Bugarama road, the socio-economic infrastructure in the Mururu, Gashonga, Riwimbogo and Bugarama sectors are easily accessible. Mibilizi Hospital is now linked to the Mashasha health centre by the Mibilizi-Mashasha track (13 km). Primary schools, hospitals, health centres in the PIA, rural markets and rice fields in Bugarama were all linked to the paved trunk road.

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.

Insufficient budgetary allocations for maintenance of road infrastructure could cause the infrastructure to crumble prematurely. To ensure sustainability of the project outcomes, it will be necessary to build awareness of the beneficiaries of how to use and maintain the infrastructure properly, with emphasis on ensuring compliance with axle load regulations. A structure has been put in place to ensure compliance with axle load requirements and deal with overloading of heavy vehicles. Responsibility for these aspects within the context of the transport sector restructuring lies with National Transport Agency, which is in the process of being established. It should be noted that financing for maintenance is the remit of the Road Maintenance Fund (RMF). In September 2009, the Government increased the resources of the RMF by raising the levies on petroleum products, which are paid directly to the RMF.

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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]

Technical, economic, environmental and social studies funded by the Government, were carried out on the project and approved by the Bank. The Bank also conducted a preparation mission on the project in November 2002. The documents required for the project to be implemented were available before its appraisal. Lessons drawn from earlier PCRs (especially the PCR on the Gitarama-Ngororero road), which particularly underlined the need for training within the Executing Agency, were reflected in the project design through the project's "Capacity Development" component. The procurement system was already in use in Rwanda and conformed with Bank rules and procedures.

The economic weight of the project impact area is measured by its industrial production (cement factory, hydro-electric power station), food crops and agro-pastoral production (banana, rice, manioc, beans, etc.). The development of the road and its connected tracks will help to open access to the area. The project will also promote regional integration of the country because the main road axis of the project also connects Burundi and Eastern DRC.

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 the country's capacity and its political commitment.	3
EVALUATION OF RISKS AND MITIGATIVE MEASURES	b) Project design takes the risk analysis fully into account.	3
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	4

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 appraisal report clearly specified the responsibilities of the Bank and those of the other actors/participants in the project	4	4
PREPARATION FOR PROCUREMENT	e) Documents needed for implementation (documents on specifications, design, contracting, etc.) are ready at the time of the appraisal.	Arrangements for implementation of the project, contracting and disbursements are the same as set out in the appraisal report, the loan agreement and the Protocol of Agreement.	4	4
PREPARATION FOR MONITORING	f) The monitoring indicators and monitoring plan are adopted.	Indicators for monitoring project implementation were clearly set out and followed during missions. On the other hand, the indicative schedule of supervisions by the Bank was not included in the appraisal report.	3	3
REFERENCE DATA	h)) Collection of baseline data is completed or ongoing	The general baseline data required to evaluate the project was available.	3	3

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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

- Works were initially scheduled to commence in March 2004 to be completed in March 2005, but did not, in fact, start until May 2005 and were completed in September 2006, 13 months later than planned in the implementation schedule. This was because the Borrower was late to fulfil the conditions for loan effectiveness. Once the activities commenced, the works were executed to schedule.

After the provisional reception of works, there were landslides caused by the phenomenal rise in the water level at PK 28 on the Cyangugu-Bugarama road. Necessary additional works, authorised by the Bank, are under way to repair the damage to that part of the road.

- The Gashora bridge works had been scheduled for completion within six months starting from 5 November 2007. The six-month deadline was met although the works, scheduled to have begun in March 2004, did not, in the end, commence until June 2007. The delay was caused by the failure of the first invitation for bids where the financial tenders received were very high. As a result, the structure's technical design had to be re-examined and reviewed (construction of two 6x4 m rigid-framed bridges instead of one bridge with a span of 62 m, as initially planned).

The quality of the works was in conformity with the requirements in the specifications and their execution was up to industry standards.

- The works monitoring missions (on the road, slip, connected rural tracks and bridge) produced regular works progress reports. The road works monitoring mission also produced the final report on the works. It will also prepare an implementation report on the additional works at PK 28, when completed. The bridge works monitoring team is experiencing a delay in providing its final implementation report on the Gashora bridge. The services of the two monitoring missions are, on the whole, satisfactory.

- In respect of the training for staff of the Roads Directorate and the sensitisation seminars, (local NGO), the consultants responsible for these missions prepared and submitted activity reports after each training module. Their services are satisfactory.

The works technical audit and the project financial audit were prepared to satisfaction.

The planned equipment, meant to provide logistical support for the Project Management Unit (PMU) were delivered, except the vehicles, and are functioning properly.

Thanks to the Bank's vigilance through its supervision missions, and that of the Borrower through the PMU, works quality was consistent and implementation schedules were respected, for the most part. In addition, there were no cost overruns on the project and all the objectives were achieved.

The Bank carried out 7 supervision missions, making an average of one and a half missions a year. The Bank's intervention through these missions was capital for the project. It made it possible to resolve problems in a concerted and effective manner, and with minimum delay. The performance of the Borrower/Donor, and that of the PMU, was equally satisfactory. The performance of the Bank, also, was satisfactory.

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.

The Project took due note of the activities of the other partners to make sure actions were complementary and there was no duplication. Coordination with the other development partners was good, especially in the context of implementation of the Government's transport sector strategy. The project was co-financed by the Republic of Rwanda, which performed its role well by providing its counterpart funds in a timely manner and within the stipulated timeframe.

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

As indicated above, the Bank made sure it coordinated its activities with those of other technical and financial partners active in Rwanda's transport sector. The main donors in the transport sector (ADB, World Bank and European Union) signed a Memorandum of Understanding with the Government in December 2008, to agree a common approach that would best ensure effectiveness of development efforts in the transport sector as well as the reform programmes based on Rwanda's development strategies as encapsulated in its "Vision 2020" and EDPRS).

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	Due to reforms within the sector, there was a delay in implementing some of the project components (e.g. the staff training), at project start up. The deadline for last disbursement was extended once (for a total of 24 months)	3
		24		
BANK PERFORMANCE	b) The Bank complied with :			
	Environmental protection measures	Category II project. The environmentalist in the PMU successfully monitored the application of measures to mitigate the impacts as set out in the Environmental and Social Management Plan (ESMP)		4
	Fiduciary arrangements	On the whole, there was compliance with the fiduciary arrangements. Accounting audit reports were submitted regularly as from 2006. The audit report for the 2008 financial year was submitted to the Bank and approved. The project account closing report will be made available by end-April 2010.		3

	Covenants concluded in the framework of the project	There was no delay in the signing of the Loan Agreement and the Protocol of Agreement. However, the loan entered into force 13 months later than initially planned.	3
	c) Bank supervision was adequate in terms of the skills-mix and the practicability of the solutions proffered.	Bank supervision was satisfactory and made it possible to resolve some technical issues encountered during the implementation phase, in particular: technical and financial problems related to works on the rural tracks connected to the main trunk road, works on the Gashora bridge, works on the PK 28 on the Cyangugu-Bugarama road.	4
	d) Bank management supervision was satisfactory.	The supervision rate was 1.5 a year starting from effective project start up.	3
BORROWER / DONOR PERFORMANCE	e) The Borrower complied with:		
	Environmental protection measures	Category II project. Mitigative measures in respect of the works were set out in the ESMP. The Borrower took all the required measures.	4
	Fiduciary provisions	The Government counterpart funds were paid regularly. Regular audit reports were prepared and approved	4
	Covenants concluded in the framework of the project	There was no delay in signing the covenants but loan effectiveness was delayed by 13 months compared to the initially planned date.	3
	f) The Borrower paid attention to the conclusions and recommendations made by the Bank during its supervision of the project	The country implemented all the recommendations of the supervision missions in a timely manner.	3
	g) The Borrower collected and used information from the monitoring process in its decision-making.	For the most part, the Borrower/Donor used the works progress reports, project account audit reports and the recommendations of supervision missions in their decision-making.	3

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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.
31/12/2009			

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 draft of the PCR was prepared by the Project Management Unit (PMU). In October 2009, the documents prepared by the PMU were discussed with the project completion mission team, whose composition is detailed above. The mission was in Rwanda from 3 to 21 October 2009. The team conducted a field visit and held meetings in Cyangugu and in Kigali with all the stakeholders, beneficiaries, the project team and senior officers in the Ministry of Infrastructure and with decentralised services in the project area. The different actors were pleased with the project outcomes and recommended that measures be taken to ensure sustainability of these outcomes.

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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].

The project outcomes are satisfactory on the whole. Therefore, the project achieved its key objective of improving service levels on the Cyangugu-Bugarama road, to reduce transport costs on the section. The first socio-economic effects of these outcomes are now being seen with the increase in traffic and economic activities that it has generated. The appraisal report did not require a report on the project's socioeconomic impact. Nonetheless, the impact can be judged from surveys/interviews conducted during the mission among users of the trunk road and connected rural tracks, and among the population in the project area (women's groups, health workers, transport operators, traders, agricultural and industrial operators). The following key facts are worthy of note: (i) travel time has decreased from 2 and half hours to 40 minutes; (ii) home delivery is no longer the norm as pregnant women can now be conveyed to hospitals easily; (iii) income from agriculture has increased by around 30%; (iv) the cost of transporting one ton of cement has fallen from 1500 to 1000 Rwandan francs (FRW); (vi) minibuses in the project area can now make 8 return journeys instead of 2; and (ix) new schools and hotels have sprung up as a result of the project.

However, the project implementation gives rise to a number of recommendations, and the main ones are summarised below.

- (i) The project has helped to train staff that are qualified in the technical design, management and monitoring of road projects. The Government should endeavour to retain such staff to ensure sustainability of the project outcomes and application of knowledge acquired to future projects.
- (ii) A high accident rate was observed just after the road was commissioned as a result of excessive speeding. The Government has already conducted awareness campaigns for road users; it should continue its road safety enlightenment strategy for better transport management and educate the users to the fact that the road has now considerably reduced distances and shortened travel time;
- (iii) The project did not generate any quantified data on the impact that the operation has had on land use and the development of social, economic and commercial activities. The Bank and the Government should systematically include monitoring/evaluation of socio-economic effects in future projects;
- (iv) A large number of overloaded lorries was noted along the section of the road covered by the project. The Government should take measures to safeguard the country's road networks and control excessive axle load and overloading by rapidly commissioning the two weighbridges that are already built on the road (one in Rusizi, the other in Bugarama).

PROJECT COMPLETION REPORT (PCR)

I. SUMMARY OF RATINGS OBTAINED BY THE PROJECT

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

CRITERIA	SUB-CRITERIA	Evaluation Rating
PROJECT OUTPUT	Achievement of results	3
	Achievement of outputs	4
	Adherence to schedule	3
	OVERALL RATING OF PROJECT OUTPUTS	3
PERFORMANCE OF THE BANK	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.	4
	The objectives and outputs as presented in the logframe are measurable and quantifiable	4
	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	3
	Project design contains a satisfactory analysis of the risks	3
	The mechanisms for contracting, financial management, and monitoring and/or other processes are based on systems that are already being used by the Government and/or other partners.	4
	Responsibilities for the implementation of the project are clearly delineated	4
	The necessary documents for implementation (documents on specifications, design, contracting, etc.) are ready at the time of appraisal	4
	Monitoring indicators and the monitoring plan are adopted	3
	Collection of baseline data is concluded or ongoing	3
	PARTIAL RATING OF PROJECT DESIGN AND PREPARATION STATUS	4
	Supervision :	
	Bank complies with :	
	Environmental protection measures	4
	Fiduciary arrangements	3

	Covenants concluded in the framework of the project	3
	The quality of Bank supervision was satisfactory in terms of the skills mix and practicability of solutions	4
	The Bank's project management supervision was satisfactory	3
	The PAR was provided in a timely manner	4
	PARTIAL RATING OF SUPERVISION	3
	OVERALL RATING OF BANK PERFORMANCE	4
PERFORMANCE OF THE BORROWER	Design and Preparation Status	
	Responsibilities for implementation of the project are clearly delineated	4
	Documents required for implementation (documents on specifications, design, contracting, etc.) are ready at the time of appraisal	4
	Monitoring indicators and the monitoring plan are approved ; collection of baseline data is completed or ongoing	3
	RATING OF THE PROJECT DESIGN AND ITS PREPARATION STATUS	4
	Implementation	
	The Borrower complied with	
	Environmental protection measures	4
	Fiduciary dispositions	4
	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 RATING OF IMPLEMENTATION	3
OVERALL RATING OF BORROWER PERFORMANCE	4	

PROJECT COMPLETION REPORT (PCR)

J. PROCESSING

STAGE	SIGNATURE AND COMMENTS	DATE
Checked by Sector Division Manager	Juste RWAMABUGA Report approved for submission to Country Team.	28/12/2009
Checked by Regional Director	Mrs. Diariétou Gaye	05/02/2010
Approved by Sector Director	Mr. Gilbert Mbeshherubusa	08/02/2010

PROJECT COST AND FINANCING PLANA. PROJECT COSTa.1 Cost at appraisal

Category of Expenditure		UA Million				
		ADF Loan	ADF Grant	Gov.	Total	% loan
A	Works					
	1 Roads and tracks	8.81	-	1.01	9.82	89.7
	2 Bridge	2.22	-	0.25	2.47	89.88
B.	Goods	0.08	-	0.01	0.09	88.88
C.	Consultancy Services					
	1. Monitoring and Supervision of Road Works	0.62	-	0.07	0.69	89.85
	2. Monitoring and Supervision of Bridge Works	0.15	-	0.02	0.17	88.20
	3. Road Study	-	0.79	0.04	0.83	
	4. Staff Training	-	0.25	0.01	0.26	
	5. Sensitisation Seminars	-	0.40	0.02	0.42	
	6. Technical Audit	0.04	-	-	0.04	100
	7 Accounting Audit	0.02	-	-	0.02	100
	Base cost	11.95	1.44	1.51	14.89	80.25
	Physical Contingencies	1.18	-	0.13	1.32	89.40
	Financial Contingencies	0.37	0.06	0.05	0.49	75.50
	TOTAL EXCLUDING TAX	13.5	1.5	1.69	16.69	80.88

Cost at Completion

Category of Expenditure		UA Million			
		ADF Loan	ADF Grant	Gov.	Total
A.	Works	9.5	-	1.03	10.53
	Roads and Tracks	8.70	-	0.96	9.66
	Bridge	0.80	-	0.07	0.87
B.	Goods	0.01	-	0.002	0.012
C.	Consultancy Services	0.69	0.96	0.09	1.74
	Monitoring and Supervision of Road Works	0.42	-	0.04	0.46
	Monitoring and Superv. of Bridge Works	0.15	-	0.02	0.17
	Road Study	-	0.62	0.02	0.64
	Staff Training	-	0.17	-	0.17
	Sensitisation	-	0.17	0.01	0.18
	Technical and Financial Audit	0.12	-	-	0.12
D.	OPERATION			0.13	0.13
	TOTAL	10.20	0.96	1.25	12.41

B. FINANCING PLAN

b.1 At Appraisal (UA Million)

Sources	F.E.	L.C.	Total	%
ADF (Loan)	12.09	1.41	13.50	81%
ADF (Grant)	0.87	0.63	1.50	9%
Government	-	1.69	1.69	10%
Total	12.96	3.73	16.69	100%

b.1 Financing Plan at Completion (UA Million)

Sources	F.E.	L.C.	Total	%
ADF (Loan)	9.08	1.12	10.20	82%
ADF (Grant)	0.56	0.40	0.96	8%
Government	-	1.25	1.25	10%
Total	9.64	2.77	12.41	100%

Economic Analysis

1. The economic benefits expected from implementing this project are mainly in relation to the projected effects, which are: opening access to a predominantly agricultural rural area, increased mobility on international trunk roads, development of trade regionally and within the PIA, and economic recovery. The implementation of the project will also bring savings in travel costs and time, and agricultural production will increase because the road will make it easier to convey produce to market. These effects were measured by the economic rate of return (ERR), obtained by comparing, from the community's viewpoint, the economic costs and benefits in "with project" and "without project" scenarios over a period of 20 years after the structures are commissioned. A 12% actualised rate and a residual value of 25% were used for the economic calculation. The economic analysis was done using the HDM 4 model. The parameters used were the following: the condition of the road and vehicles (light vehicles and heavy vehicles over 3 tons), current and future traffic, maintenance policies and strategies, and the different corresponding economic and financial unit costs collected during the mission (fuel, lubricants, cost of vehicles, maintenance activities, etc.). Investment costs for the connected rural tracks and the benefits accruing are taken into account as exogenous costs and benefits in the model.

2. The average annual daily traffic (AADT) on the project road includes national and international traffic. Road counts conducted established that normal traffic volumes ranged from 315 in 2003 to 408 vehicles/d in 2008, of which heavy vehicles on the project road accounted for around 20%. It should be noted that the increase in trade between Rwanda, Burundi and DRC via the Cyangugu-Bugarama project road is in the region of 5%-

	2003	2008
Private vehicles	110	143
Minibuses	16	20
Goods vans (lorries)	47	61
Buses	32	41
Lorries 2 axles+	63	82
Articulated trucks	47	61
AADT	315	408

3. Two categories of traffic were projected: normal and generated. For normal traffic, the following annual growth rates were used: (i) 6% for light vehicles; and (ii) 5% for heavy vehicles. These modest projection rates are justified given the historical traffic trends on the paved network (an average 6% increase in traffic, economic indicators such as average economic growth over the past five years (2001-2005), which is 5%, and projected economic growth for future years, which is 4.5%). In determining the generated traffic, due account was taken of the degraded condition of the road. The generated traffic that will result from the technical improvements to the structure of the road once the structures are commissioned, is in the region of 30%. It will increase at the same pace as normal traffic.

4. Since the benefits to be derived from protecting socio-economic infrastructure are difficult to monetise, they have not been included in economic calculations; however, they constitute qualitative benefits which reinforce the project's viability objectives.

5. The economic analysis gave an economic rate of return (ERR) of 22%, which shows that the investment is economically viable.

6. To test the soundness of these baseline results, the ERR obtained was submitted to a sensitivity test on a 10% reduction in the estimated economic benefits, which brings the rate of return down to 19.8%. This result shows that the project is still economically viable with an ERR higher than the opportunity cost of capital, which is 12%.

PROCUREMENT PLAN

(i) At Appraisal

The procurement arrangements for works, goods and services adopted at appraisal are detailed in the Table below. The table shows that the award of contracts for works financed by the Bank will be in conformity with applicable Bank rules and procedures.

Expenditure Category (UA Million)	ICB	Shortlist	LCB	Other	Total
A. Works					
A.1. Road	11.13				11.13
A.2. Bridge	(9.97)				(9.97)
	2.80				2.80
	(2.52)				(2.52)
B. Goods			0.09		0.09
			(0.08)		(0.08)
C. Consultancy Services					
1. Monitoring and Supervision - Road		0.78	(0.70)		0.78
2. Monitoring and Supervision - Bridge		0.20	(0.18)		(0.70)
3. Road Study					0.20
4. Staff Training		0.86	(0.82)		(0.18)
5. Sensitisation Seminars		0.27	(0.26)		0.86
6. Audit (accounts and technical)		0.43	(0.41)		(0.82)
		0.06	(0.05)		0.27
					(0.26)
					0.43
					(0.41)
					0.06
					(0.05)
D. Operation				0.08	0.08
TOTAL	13.93	2.59	0.09	0.08	16.69
	(12.42)	(2.41)	(0.08)		(15.00)

() Amount showing ADB contribution

(ii) At Completion

The procurement plan above was respected. Thus: (i) international competitive bidding was used for the road and bridge works; (ii) national shopping for goods, in view of the modest contract amount; (iii) consultancy services for the monitoring and supervision of road and bridge works, training, sensitisation, account audit and technical audit were each procured through consultation on the basis of shortlists. The operating cost during the project implementation was financed from the Rwandan Government's counterpart funds as planned.

Expenditure Category	UA Million				
	ICB	Shortlist	LCB	Other	Total
A. Works					
A.1. Road	9.66 (8.70)				9.66 (8.70)
A.2. Bridge	0.87 (0.8)				0.87 (0.8)
B. Goods			0.012(0.01)		0.012(0.01)
C. Consultancy Services					
1. Monitoring and Supervision - Road		0.46 (0.42)			0.46 (0.42)
2. Monitoring and Supervision - Bridge		0.17 (0.15)			0.17 (0.15)
3. Road Study		0.64 (0.62)			0.64 (0.62)
4. Staff Training		0.17 (0.17)			0.17 (0.17)
5. Sensitisation Seminars		0.18 (0.17)			0.18 (0.17)
6. Audit (accounts and technical)		0.12 (0.12)			0.12 (0.12)
D. Operation				0.13	0.13
Total	10.53 (9.50)	1.74 (1.65)	0.012(0.01)	0.13	12.41 (11.16)

() Amount showing ADB contribution

FINANCIAL IMPLEMENTATION

The Bank disbursed UA 9 154 843.17 out of the UA 13 500 000 ADF loan and UA 730 456.93 out of the UA 1 500 000 ADF grant. The balance to be re-allocated is UA 3 345 901.67 for the Loan and UA 531 379.68 for the Grant. The distribution of project costs by expenditure category and source of financing at appraisal and the status of ADF disbursements by expenditure category are summarised in Tables 1 and 2 below.

The total counterpart contribution projected was UA 1 690 000 and the total amount disbursed was UA 1 342 857.36.

Audit and Accounting Management

As from 2005, audits were prepared regularly and forwarded to the Bank. The Bank had no objection to each of the reports submitted.

Outstanding Payments

Outstanding payments are currently being processed.

Table 1

DISTRIBUTION OF FUNDING

BY CATEGORY AT APPRAISAL (UA)

	Category	ADF	Gvt.	Total	% Project Cost
A	Goods	80 000	10 000	90 000	0.54
B	Works	11 030 000	1 260 000	12 290 000	73.68
C	Services	2 270 000	160 000	2 430 000	14.57
D	Operation	0	80 000	80 000	0.48
E	Contingencies	1 620 000	180 000	1 790 000	10.73
	Total	15 000 000	1 690 000	16 690 000	100.00%

Table 2

ADF DISBURSEMENTS

BY EXPENDITURE CATEGORY ON THE LOAN AND THE GRANT (UA)

Expenditure Category	Amount Disbursed ADF Loan	Amount Disbursed ADF Grant
GOODS	12523.79	0
WORKS	8 595 546.46	0
SERVICES	554 337.78	730 456.93
OPERATION	0	0
CONTINGENCIES	0	0
Total	9 162 408.03	730 456.93

ADB MISSIONS

No.	Mission	Date	No. of days	No. of pers.	Composition
1.	Identification				
2.	Preparation	Nov. 2002	10	2	Economist and Transport Engineer
3.	Appraisal	June 2003	15	3	1 Transport Economist 1 Environmentalist 1 Transport Engineer
4.	Supervision	26/11/05 10/12/05	5	2	1 Economist and 1 Transport Engineer
5.	Supervision	06/02/06 12/02/06	3	1	1 Transport Engineer and 1 Transport Economist
6.	Supervision	03/12/06 22/12/06	4	2	Economist and Transport Engineer
7.	Supervision (mid-term review)	05/12/07 20/12/07	3	3	Economist and Transport Engineer (Infrastructure Specialist)
8.	Supervision	22/03 - 07/04/08 17-26/04/08	4	4	2 Transport Economists 1 Socio-economist 1 Infrastructure Specialist
9.	Supervision	07-10 and 20 - 23/12/08	5	3	2 Transport Economists 1 Infrastructure Specialist
10.	Supervision	20 - 28/04 and 06 - 09/05/09	4	2	1 Transport Economist 1 Transport Engineer
11.	Completion Report	04 - 21/10/09	12	4	2 Transport Economists 1 Expert in STIs, including HIV/AIDS 1 Transport Engineer

LIST OF DOCUMENTS CONSULTED

- ❖ Project Appraisal Report
- ❖ Reports of Supervision Missions, Loan Agreement and Agreement Protocol
- ❖ Quarterly Reports of Monitoring Missions (GIBB Africa and SABA Engineering PLC)
- ❖ Quarterly Reports of the Project Monitoring Unit and Project Executing Agency
- ❖ Accounting Audit Reports
- ❖ Technical Works Audit Reports
- ❖ Final Report of the MDC for the Cyangugu-Bugarama Road (GIBB Africa)
- ❖ Supplementary Final Report of the MDC for the Cyangugu-Bugarama Road
- ❖ Mission Identification Report of the Road Research Centre(RRC) in respect of the training
- ❖ Reports of training modules for the Road Research Centre
- ❖ Reports of sensitisation missions on road security, environmental protection and control of STIs and HIV/AIDS
- ❖ SABA Engineering contract for the monitoring of bridge works
- ❖ GIBB Africa contract
- ❖ SNCTPC contract for road works
- ❖ Contract of the NGO, ATEDEC
- ❖ CRR contract
- ❖ Contract of the firm of LAMBERT FRERE S.A.
- ❖ The Bank's Ledger

RATINGS GIVEN AT THE LAST SUPERVISION (2009)

INDICATORS	March 2009 Rating
A. PROJECT IMPLEMENTATION	
Compliance with loan conditions precedent to entry into force	2
Compliance with General Conditions	2
Compliance with Other Conditions	2
B. PROCUREMENT PERFORMANCE	
Procurement of Consultancy Services	3
Procurement of Goods and Works	3
C. FINANCIAL PERFORMANCE	
Availability of Foreign Exchange	3
Availability of Local Currency	3
Disbursement Flows	3
Cost Management	3
Performance of Co-Financiers	3
D. ACTIVITIES AND WORKS	
Adherence to implementation schedule	2
Performance of Consultants or Technical Assistance	2
Performance of Contractors	2
Performance of Project Management	2
E. IMPACT ON DEVELOPMENT	
Likelihood of achieving development Objectives	2
Likelihood that benefits will be realized and sustained beyond	2
Likely contribution of the project towards an increase in	2
Current Rate of Return	
F. OVERALL PROJECT ASSESSMENT	
Current Supervision Average	2,22
Current Trend over time	2,22

RATINGS: 3 = Highly Satisfactory, 2 = Satisfactory, 1 = Unsatisfactory, 0 = Highly Unsatisfactory, ' ' = Not applicable

STATUS
<p>Implementation Progress (IP) = 2,29 Development Objectives (DO) = 2.00</p> <p>OVERALL STATUS : NON PROBLEMATIC PROJECT / POTENTIALY PROBLEMATIC PROJECT /</p> <p>..</p>

APPENDIX 1

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
NA	Not Applicable

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