

PROJECT COMPLETION REPORT (PCR)

A. PROJECT DATA AND KEY DATES

I. BASIC INFORMATION

Project Number P-SN-AA0-006	Project Name Community Feeder Roads Project to Support the National Rural Infrastructure Programme (PPC/PNIR)	Country SENEGAL	
Lending Instrument (s) Loan N° 2100150006825		Sector Community Roads	Environmental Classification
Original Commitment UA 11,852,000	Amount Cancelled 0 UA	Amount Disbursed ADF: UA 11,680,496	% Disbursed ADF: 98.55%
Borrower Ministry of Economy and Finance of the Republic of Senegal			
Executing Agency (ies) [List the main ministries, project implementation units and civil society organisations in charge of project implementation.] Ministry of Agriculture and Livestock within the framework of the PNIR at start-up, followed by the Ministry of Decentralisation and Local Authorities in the context of the PNDL. Project Team: comprising a consulting coordinator assisting the PNIR, then the PNDL. Supervision provided by the Rural Communities (RCs) concerned by the feeder roads (FR). Main partners collaborating: Regional Public Works Departments to assist with contracting. Regional Coordination Offices (BRC) of the PNIR, and the Regional Development Agencies (ARD) involved in the PNDL's implementation.			
Co financiers and Other Financial Partners [List all other financing sources and amounts, technical assistance or other sources used in this project] OPEC: USD 6.250 million; Government: CFAF 2 090 million; Rural Communities: CFAF 631 million.			

II. KEY DATES

Project Concept Note Approved by Com. Ops. Not applicable	Appraisal Report Approved by Com. Ops. Not applicable	Approval by the Board of Directors 3 April 2002	
Restructuring (s)	Not applicable, project was not restructured		
	Original Date	Actual Date	Difference in months [Actual Date-Original Date]
EFFECTIVENESS	July 2002	4 February 2003	7 months
MIDTERM REVIEW	June 2003	Pending	Not applicable
CLOSING	31 December 2007	30 September 2009	21 months

III. RATINGS SUMMARY

CRITERIA	SUB-CRITERIA	RATING
PROJECT OUTPUT	Achievement of Outcomes	3.0
	Achievement of Outputs	2.78
	Timeliness	3
	OVERALL PROJECT OUTPUT	2.92
BANK PERFORMANCE	Design and Readiness	2.77
	Supervision	2.77
	OVERALL BANK PERFORMANCE	2.77
BORROWER PERFORMANCE	Design and Readiness	2.25
	Implementation	2.60
	OVERALL BORROWER PERFORMANCE	2.43

IV. RESPONSIBLE BANK STAFF

POSITION	AT APPROVAL	AT COMPLETION
Regional Director	E.G. Taylor-Lewis (OCDW)	F. Perrault (ORWB)
Sector Director	E.G. Taylor-Lewis (OCDW)	A. Abou-Saaba (OSAN)
Task Manager	M. Mamadou Kane (OCDW.4)	X. Boulenger (OSAN.2/SNFO)
PCR Team Leader		X. Boulenger (Expert GR/SNFO)
PCR Team Members		

B. PROJECT CONTEXT

Summarise the rationale behind Bank assistance. State:

- the project's development challenge focus,
- the Borrower's overall strategy to take up the challenge,
- the Bank's activities in the country (ies) and in the sector during the elapsed year and performance, and
- ongoing activities financed by the Bank and other external sources that complement, overlap or relate to the project.

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

Not more than 300 words.

Any additional narrative about origin and background, if needed, must be placed in Annex 6 "Project Narrative"

- In 1997, the Government of Senegal prepared a poverty reduction plan and in 1999 adopted a Decentralised Rural Development Policy Letter which was the concrete expression of the decentralisation policy stipulated in the Local Authority Code promulgated in 1996. At the time, the Government had also prepared a Poverty Reduction Strategy Paper (PRSP) which in its current updated form (Poverty Reduction and Growth Strategy Paper - PRSP II) is the reference framework for the activities of all development partners, including the Bank. The PPC/PNIR, which focuses primarily on opening up rural areas through local level contracting, is in keeping with the Government's strategic thrusts, because it is a direct translation of the PRSP II's guidelines for "wealth creation" and "decentralised and participatory development" and an indirect translation of "promoting access to basic social services".

- Several other similar projects designed to support the decentralisation process, funded in particular by the EU, the AFD and German Cooperation, also focused on the decentralised rural development policy and had planned a series of actions and community facilities (schools, health centres, maternity clinics, water points, etc.). For effective access to such facilities and in order to open up production areas and rural communities (RCs), the Senegalese Government and the African Development Bank launched a Community Feeder Road Improvement Project involving 90 out of the 320 Rural Communities which the country accounted for then. This project was complementary to the local development projects already underway, especially to support the efforts made by the population to build community roads, for which the right-of-way and priority had been set out in the local development plans drawn after participatory diagnoses. Specifically, the PPC/PNIR targeted 60 RCs of the World Bank-financed PNIR programme and 30 RCs of other programmes, the aim being to mobilise around CFAF 200 million per RC as a contribution to the improvement of community roads. The project's design thus took into consideration ongoing operations designed to support decentralisation and made use of the already existing PNIR operations mechanism.

- In 2009, the Bank was involved in the rural sector through these other three operations: the Anambe Rural Development Project (PADERBA), the Local Small Irrigation Schemes Support Project (PAPIL) and the Casamance Rural Development Support Project (PADERCA). . These projects involve rural infrastructure and food security through better water control. The last Senegal portfolio review of April 2009 (17 ongoing operations) rated the active portfolio 2.01 points out of 4. In the community feeder road sector, there are very few operations of significance financed by other donors.

C. PROJECT OBJECTIVE AND LOGICAL FRAMEWORK

1. State the specific development objective (s) [as set out in the Appraisal Report]			
The PPC/PNIR project objective was to help reduce poverty and improve living conditions in the rural area. Specifically, the project aimed at opening up the rural communities.			
2. Describe the <u>main</u> project components stating how each contributes to achieving the project's objectives			
The Project centres on the following two components: <ul style="list-style-type: none"> a. Improvement of community roads, involving the critical sections of some 1 800 km of community roads crossing 90 rural communities (RCs), and building the capacity of the RCs concerned to manage and maintain the structures. b. Project management, to coordinate activities and the institutional base of the first component. 			
3. Briefly evaluate (not more than two sentences) the <u>project's objectives</u> along the following three dimensions, and rate the evaluation using the scoring scale provided in Appendix 1.			
PROJECT OBJECTIVES DIMENSIONS	ASSESSMENT	SCORE	
RELEVANT	a) Relevant to the country's development priorities.	The project's sector objective falls perfectly in line with the objectives of the Growth and Poverty Reduction Strategy Paper (PRSP II) for Senegal. The specific objective and related activities are in keeping with both thrusts of PRSP II, namely "wealth creation" and "decentralised and participatory development", and indirectly, with "better access to basic social services". .	4
ACHIEVABLE	b) Objectives could in principle be achieved with the project inputs and in the expected timeframe.	In principle, the objectives are achievable in five years; however in practice, the project's institutional context and the high level of accountability introduced in the RCs were genuine challenges for timely implementation.	2
CONSISTENT	c) Consistent with the Bank's national or regional strategy.	The project is consistent with the 2005-2009 CSP in terms of strengthening basic infrastructure by improving community roads.	3
	d) Consistent with the Bank's overall priorities.	The project's objectives are consistent with the Bank's infrastructure development and local governance approach.	4

4. Lay out the logical framework. If there is no logical framework, fill out the table below stating the project's overall objective, the main project components, the main activities of each component and the expected outcomes and outputs, as well as the indicators for measuring progress. Add more rows if needed.

Comment: Given the project's original matrix, it seemed necessary to reformulate the logical framework in the table form given below, which reviews points of the appraisal report by reorganising them according to component, for greater consistency and use.

OBJECTIVES	DESCRIPTION	EXPECTED OUTCOMES	EXPECTED OUTPUTS	INDICATORS TO BE MEASURED
Sector Objective	Reduce poverty in the rural area and improve the living conditions of the rural population	The percentage of poor people in the rural area falls from 80% in 2001 to 60% in 2005	Better living conditions of the populations in the rural communities concerned by the PPC/PNIR	Poverty rate in the project impact area
Project Objectives	Open up the rural communities	Rural transport conditions effectively improve in the 90 RCs	The feeder road network improves and is regularly maintained	Length of community roads improved and effectiveness of maintenance
COMPONENT	ACTIVITIES	EXPECTED OUTCOMES	EXPECTED OUTPUTS	INDICATORS TO BE MEASURED
<u>Component A</u> Improvement of community roads	Implementation of programmes to open up rural areas	1.1 The consulting firms recruited carried out efficiently the preliminary technical designs, monitored and inspected works on the feeder roads	1.1 The feeder road designs are carried out and the sites are satisfactorily monitored	1.1 Contracts signed, BDs produced, as well as daily statements and delivery records
		1.2 The firms recruited implement feeder road works according to the required standard and timeframe	1.2 Feeder road repairs and construction are consistent with the required standards and timeframe	1.2 Number of kilometres of feeder roads built, quality of feeder roads, extension of duration of works on site
		1.3 90 RCs have a better community road network of 1 800 km that contributes effectively to opening up the areas.	1.3 90 RCs open up thanks to the improvement of 1 800 km of feeder roads, and better movement of goods and persons.	1.3 Number of RCs affected, number of kilometres built and number of villages affected

	Training of rural communities	1.4 90 RCs defined their priority needs in feeder roads through their PLD, signed agreements with the PPC/PNIR and mobilised their counterpart funds	1.4 90 RCs are sensitised, made accountable and take active part in the implementation of the PPC/PNIR	1.4 Availability of the PLD, number of agreements signed, counterpart amount mobilised
		1.5 Feeder road maintenance committees are set up and trained in the RCS concerned by the PPC/PNIR	1.5 The maintenance committees put in place in the RCs take active part in the maintenance of the new feeder roads	1.5 Number of maintenance committees put in place, trained and operational.
		1.6 The RCs are provided with minor equipment to maintain the feeder roads	1.6 The equipment put at the disposal of the RCs are used for rural road maintenance	1.6 Equipment available at RC level, method of managing equipment
<u>Component B</u> Project management	Establishment of a mechanism for project management, coordination and follow-up	2.1 The PNIR Unit is strengthened with the recruitment of a consultant for the PPC	2.1 The services of the PNIR team are in keeping with the terms set out in the context of the PPC	2.1 Consultant's contract, progress level of the PPC component of the PNIR
		2.2 The PPC/PNIR Unit is provided with IT equipment and a vehicle	2.2 The strengthened PNIR Unit manages and monitors the PPC efficiently	2.2 The logistics and equipment acquired, level of project implementation and follow-up
		2.3 Tools for financial management, monitoring/ evaluation and steering are put in place and are operational.	2.3 Project management is effective, activities and outcomes are satisfactorily monitored.	2.3 Management tools put in place, number of audits conducted, operability of the monitoring/ evaluation system

5. For each dimension of the logical framework, briefly state (not more than two sentences) of the extent to which the logical framework has contributed to the attainment of the objectives mentioned below. Rate the evaluation using the scoring scale provided in Appendix 1. If there is no logical framework rate this section 1.

LOGICAL FRAMEWOKR DIMENSIONS		ASSESSMENT	SCORE
LOGICAL	a) Presents a logical causal chain for achieving the project's development objectives	The small number of components is appropriate, the main activities are stated and their causal chain seems logical to reach the project's objectives.	3
MEASURABLE	b) Expresses objectives and outputs in a measurable and quantifiable manner.	The key objectives are stated in terms of the RCs concerned (90) and kilometres targeted (1 800). The notion of opening up which results is on the other hand more difficult to identify and measure.	3
THOROUGH	c) States the risks and key assumptions	The initial assumptions and risks concerning the capacity of the RCs are clearly expressed. Conversely, the risks from the shortcomings of the firms and the PNIR's institutional framework are not mentioned.	2

D. OUTCOMES AND OUTPUTS

I. PRODUCTS OBTAINED

In the table below, assess the achievement of actual vs. expected outcomes for each major action based on the logical framework of the weighted scores of Section C. Score the extent to which the expected outcomes were achieved. Calculate the weighted scores in approximate proportion to the cost of project activities. The overall score will be auto-calculated as the total of the weighted scores. Override the auto-calculated score, if desired and provide justification.

MAJOR ACTIVITIES		Evaluation Score (1 to 4)	Proportion Of project costs in % (calculated at completion)	Weighted Score
Expected Outcomes	Outcomes Achieved			
Component A: Improvement of Community roads				
Implementation of Opening up Programmes				
1.1 The consulting firms carried out the preliminary technical designs, and monitored and supervised works on the community roads efficiently	1.1 15 consulting firms recruited (1 or 2 by region), conducted studies and prepared the BDs. At varying degrees, they monitored and supervised the works.	2	7	0.14
1.2 Firms recruited carried out the feeder road works according to the required standards and in time.	1.2 84 works contracts were signed. There were numerous delays and 21 contracts had to be cancelled. In the end, however, the required standards were respected overall and the community roads delivered	3	43	1.29
1.3 90 RCs have a better community road network of 1 800 km which contributes to opening them up	1.3 84 RCs have a network of new feeder roads (instead of repaired community roads as initially planned) totalling 1,206 km which has enabled numerous areas to open up.	3	43	1.29
Training of Rural Communities				
1.4 90 RCs defined their priority needs in feeder roads through their PLD, signed agreements with the PPC/PNIR and mobilised their counterpart funds	1.4 Priority needs in feeder road works were set out based on the PLD. 84 agreements were signed between the PPC and the RCs. CFAF 631 million were mobilised by the RCs for funding the feeder roads.	3	0.5	0.015
1.5 Feeder road maintenance committees were set up and trained in the RCS involved in the PPC/PNIR	1.5 84 feeder road maintenance committees were put in place and trained under the project. A maintenance manual was prepared and circulated.	3	1.5	0.045

1.6 The RCs were provided with minor equipment to maintain the community roads	1.6 Material and minor equipment were handed over albeit behind schedule to the 84 RCs concerned by the project	3	1.5	0.045
Component B: Project Management				
Establishment of a Project Management, Coordination and Monitoring Mechanism				
2.1 The PNIR Unit is strengthened with the recruitment of a consultant for the PPC	2.1 A consultant was recruited to strengthen the PNIR team, then that of the PNDL.	4	2	0.08
2.2 The PPC/PNIR Unit is provided with IT equipment and a vehicle	2.2 A vehicle and IT equipment were procured as planned	4	1	0.04
2.3 Instruments for financial management, monitoring/evaluation and steering are put in place and are functional	2.3 Financial management was carried out by the PNIR, then the PNDL. The monitoring/evaluation mechanism enabled only partial measuring of outcomes	2	0.5	0.01
OVERALL OUTCOME SCORE [corresponds to the weighted score average]				2,955


Check here to override the calculated score

Provide justification for over-riding the auto-calculated score	
Insert the new score or re-enter the auto-calculated score	3

II. ACHIEVEMENT OF OUTCOMES

<p>1. Using available monitoring data assess the achievement of <u>expected outputs</u>. Import the expected outputs from the logical framework shown in Section C. Score the extent to which the expected outputs were achieved. The overall output score will be automatically calculated as the average of the evaluation score. Override the auto-calculated score, if desired, and provide justification.</p>		
OUTPUTS		Evaluation Score
Expected	Actual	
Component A: Improvement of Community roads		
1.1 The feeder road designs have been prepared and sites are satisfactorily monitored	1.1 Designs were prepared at RC level by 15 consulting firms. The sites were monitored by these firms but were negatively affected towards the end by the delays caused by the same firms. The PW regional departments helped the RCs with contracting, thus enabling some continuity in monitoring.	3
1.2 The community road repairs and construction works were carried out according to the required standards and timeframes	1.2 Community road works involved implementation and not repairs as initially planned. This alternative selected by the RCs meant in some cases, limiting the number of water supply structures, so as not to overrun the package available. By and large, works were carried out according to the required standards.	2

1.3 90 RCs open up thanks to the improvement of 1.800 km of feeder roads and greater movement of goods and persons.	1.3 In all, out of the 94 RCs to have benefited from designs, 84 were able to sign an agreement with the PPC/PNIR and to benefit from the feeder roads. 1 200 km of new feeder roads were built (the RCs chose new rather than repaired roads which explains the reduction in the length of roads). These feeder roads contributed to opening up the 84 RCs and made the movement of goods and persons easier	3
1.4 90 RCs are sensitised and responsible, and take active part in the implementation of the PPC/PNIR	1.4 The 84 RCs that signed the agreement were closely involved in implementing the PPC/PNIR, contributing financially (5%) to the feeder road implementation works and contracting. They were fully involved in the implementation of various stages of the PPC/PNIR.	4
1.5 The maintenance committees put in place at RC level take active part in maintaining the new feeder roads	1.5 84 maintenance committees were put in place at RC level and trained by the Project. These committees bring together representatives of the villages concerned and take part at varying degrees in maintaining the feeder roads. The late delivery of the equipment (July 2009) limited the intervention of these committees. In fact, most maintenance works were carried out only during the second semester of 2009.	2
1.6 The equipment put at the disposal of the RCs are used to maintain the feeder roads	1.6 The RCs were provided with equipment late (July 2009); the equipment was put in use to maintain the feeder roads during the first rainy season of 2009.	2
Component B: Project Management		
2.1 The services of the PNIR team were in compliance with the terms set out within the framework of the PPC	2.1 The operational mechanisms of the PNIR and then of the PNDL provided the PPC with an operational framework conducive to the application of the terms entrusted, and these were implemented according to the required standards.	3
2.2 The strengthened Unit is effective in its monitoring and management of the PPC	2.2 The PNIR has been strengthened with a technical assistant coordinator mobilised full time to monitor and manage the PPC's activities; therefore, various documents were satisfactorily monitored.	3
2.3 Management of the project is efficient and activities and outcomes are smoothly monitored.	2.3 The activities of the PPC/PNIR were satisfactorily monitored, thanks to the PPC team and to the operational mechanism established to implement the PNIR and then the PNDL. However, the outcomes could not be satisfactorily measured to enable the quantification of impacts.	3
OVERALL OUTPUT SCORE [Corresponds to the average of the working score]		2.78

 Check here to over-ride the auto-calculated score

Provide justification for over-riding the auto-calculated score	
Insert the new score or re-enter the auto calculated score	2.78

2. Other Outputs: Comment on additional outputs not scheduled in the logical framework, and which concern in particular cross-cutting issues (gender, for instance).

The feeder roads had various impacts both economic and social, especially on women. In particular, it promoted access to social services (water, education and health) and contributed to a settling of the rural population. The feeder roads have also helped to strengthen social life (weddings, naming ceremonies, funerals, etc.) which is an aspect of well-being among rural dwellers that is often difficult to appreciate. Better access to schools has led to a rise in the enrolment rate and settling down of pupils, especially at the rural primary school level. Formerly, the RC heads found it difficult to enrol all the pupils of the villages who were to attend middle level primary school after lower level primary school. Not being able to enrol was identified as one of the determinants for the post primary school drop out rate. Today, the pupils can stay in their villages and use carts, bicycles or the so called "scheduled" vehicles that can reach the villages easily. Medical care for pregnant women and monitoring for children during vaccination time has improved. Before implementation of the feeder roads, the conditions for childbirth were very risky because journeys to the health centres were difficult and harsh. However, according to delivery records, noteworthy progress has been made. The value of the social infrastructure built under the PNIR increased in value because of easier access.

3. Risks to the Viability of the achievement of outputs. State the factors that affect or could affect the long run or sustained achievement of project outputs. Indicate if any new action or follow-up operation is recommended to help sustain outcomes. The review should draw inspiration from the sensitivity analysis of Annex 3, if relevant.

At the end of the project, the issue of maintaining the feeder roads was still a concern even though the measures taken by the PPC/PNIR should contribute, for the most committed RCs, to the promotion of routine maintenance by the beneficiary population. Concerning periodic maintenance, the RCs should learn to release resources from their own budget, while discussions on the local tax reforms and possible use of the autonomous road maintenance funds (FERA) must continue at national level to provide the RCs with the resources needed to ensure and take charge of feeder road maintenance. Discussions must also be launched, in collaboration with the Regional Development Agencies (ARD), so as to develop in the long term, the principle of inter-communality with the aim of satisfactorily combining all the local authorities of a given region.

Following completion of the mission, the Government accepted to plan, before end 2009, in collaboration with the ARDs and the regional public works departments, retraining of the feeder road maintenance committees of all the RCs concerned by the programme, including the new RCs established under the latest administrative divisions, while providing them with minor equipment for maintaining the feeder roads. By then, the maintenance manual designed by the PPC/PNIR will be widely re-circulated, and sensitisation campaigns on tree-planting will be organised. The Bank has also recommended a continuation of ongoing discussions on the rural tax reform and possible mobilisation of part of the autonomous road maintenance funds to enable sustainable maintenance of the unclassified roads entrusted to the local authorities...

E. PROJECT DESIGN AND READINESS FOR IMPLEMENTATION

1. State the extent to which the Bank and the Borrower ensured that the project was commensurate with the Borrower's capacity to implement it, by designing it appropriately and putting in place the necessary implementation mechanisms.

Consider all major design aspects such as: extent to which lessons learnt from previous PCRs in the sector or in the country (please cite key PCRs); extent to which the project was informed by robust analytical work (cite some key documents);

How well the Bank and the Borrower assessed the capacity of the executing agencies and the project implementation unit; scope of consultations and partnerships, economic justification of project and the arrangements made for technical assistance.

[not more than 250 words]. Any additional narrative about implementation should be included in Annex 6: Project Narrative]

The project's design benefited from the outcomes of previous community development projects and the pilot phase of the PNIR. The lessons learnt from building the capacity of the RCs and providing contracting assistance were taken into account.

The project's use of the PNIR operational mechanism was relevant even if the change leading to the stop of the PNIR and the implementation of the PNDL meant a temporary institutional vacuum. The preparation of the local development plans (PLD) within the framework of the PNIR's implementation enabled the identification of priority feeder road sections that made up the PPC programme implementation. The support of the RCs by the regional public works department and regional PNIR coordination offices, relayed subsequently by the Regional Development Agencies under the PNDL, enabled gradual accountability of the rural communities in charge of contracting the community roads.

The recruitment of a consultant to support the National PNIR Coordination Unit, then the Executive Secretariat of the PNDL, made it possible to monitor closely the PCC's activities and ensure close ties with the mechanisms in place in each region.

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

PROJECT DESIGN AND READINESS FOR IMPLEMENTATION DIMENSIONS		ASSESSMENT	Score
REALISM	a) Owing to its complexity, the project is sub-tended by an analysis of the country's capacity and its political commitment.	The project complies with the country's decentralisation process and in particular the accountability expected of the rural authorities whose members are elected by universal suffrage.	3
RISK ASSESSMENT AND MITIGATION	b) Project design includes adequate risk analysis.	The risks identified at the time of design for effective mobilisation by the RCs of the required contributions and management capacity were adequately taken into account by reasonable contribution (5%) and a generally efficient contracting assistance mechanism.	3
USE OF THE COUNTRY SYSTEMS	c) The procurement, financial management, monitoring and/ or other systems are those already in use by the Government and/or other partners	The procurement procedures implemented for works on the feeder roads were in compliance with a procedures manual applicable to community contracts prepared within the context of the PNIR and approved by the Bank. The rules followed for the procurement of goods and services are those of the Government (Public Contract Code revised early 2008) and the Bank. Monitoring brought together the government departments involved in the operation (DCEF).	3

For the following dimensions provide separate scores for Bank performance and Borrower performance:			Score	
			Bank	Borrower
CLARITY	d) Responsibilities for project implementation were clearly defined.	There were several changes of project officers in the Bank which was detrimental to continuity in analysis and capitalisation, although SNFO made it possible to ensure a degree of continuity towards the end of the project. The PPC had the necessary delegation of power to conduct project activities in close collaboration with the RCs; however, the institutional vacuum left when the PNIR stopped brought about some ambiguity in decision-taking	2	2
PROCUREMENT READINESS	e) Documents required for implementation (on specifications, design, procurement, etc.) were ready at appraisal	The PPC benefited from the PNIR's operational mechanism for planning (PLD) and community procurement (procedures manual). The participatory approach however required a study of the feeder road sections and the production of BDs during the project's launching phase.	3	3
MONITORING READINESS	f) Monitoring indicators and plan were adopted	A road map for monitoring feeder road activities and procurement was drawn according to region and to RC but impacts were only monitored in part and inadequately organised.	2	2
BASELINE DATA	h) Baseline data was ready or being collected	Baseline data was not clear even though each RC prepared a local development plan showing priorities in terms of core development.	2	2

F. IMPLEMENTATION

1. State the major characteristics of project implementation with reference to: timing, quality of constructions and other works, performance of consultants, effectiveness of Bank supervision and effectiveness of Borrower supervision. Determine to what extent the Bank and Borrower ensured compliance with safety measures.

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

By and large, the reasons for and sources of project implementation delays were varied and numerous: specificity of the community approach and form of training, institutional vacuum following closure of the PNIR, lengthy procurement and disbursement procedures, poor capacity of the firms, etc. At RC level, works were procured in compliance with the procedures applicable to community contracts as set out in the procedures manual approved by the Bank. In all, 84 works contracts were signed at community level, including 21 that had to be subsequently terminated and re-launched. The contractual deadlines (100 days on average) were considerably extended, often up to more than a year.

On the whole, the feeder roads were of good quality, whereas quality of the structures (concrete slabs in particular) or approaches varied or was sometimes poor. Generally, the feeder roads complied with the technical standards set out in the BDs (width 4.5 m and thickness 15 cm), and in some cases were even better. Because of budget constraints, slabs (sometimes under-scaled) were systematically used, although culverts or ducts would have solved the problems better. The situation was compounded by the quality of the structures, highly contingent dependent on factors encountered (sandy and uneven terrain, or distance to quarries) which created additional difficulties.

In terms of monitoring, the Bank fielded several missions: 6 supervisions and one internal audit, all jointly organised with the Government. Unfortunately, the supervision missions did not always comprise all the competencies relevant to the project's areas of intervention (including decentralisation and rural development), which would have enabled deeper discussions on various strategic issues. The mid-term review mission scheduled at appraisal did not take place because it coincided with the institutional vacuum which followed the termination of the PNIR. The supervision missions helped the project coordination team to take decisions which required a wide consensus or a high level of authority. Such decisions included the revision of the goods and services list or the amendment of financing agreements to cover the gap on the OPEC-committed funds in the wake of the declining value of the dollar. Although the supervision missions were beneficial overall, mention must be made of the succession of six Bank project officers, which affected prompt document processing and real capitalisation of action. The involvement of the Senegal Field Office (SNFO) as of 2007 brought greater attention to the project and meant easier processing of some documents.

2. Comment on the role of other partners (donors, NGOs, firms, etc.). Evaluate the effectiveness of the co-financing modalities and donor coordination, if need be.

The PPC/PNIR was co-financed with OPEC, thus enabling preparation of a significant rural road investment programme. However, mobilisation of OPEC resources was delayed several times as a result not only of the delay in opening the special account (May 2005), but also of slow processing of the revolving fund. The PPC's base for the PNIR, then for the PNDL, helped to ensure consistency in the operations for decentralisation support and rural community accountability. Harmonisation of community procurement procedures and use of common instruments to coordinate activities at regional level made implementation on the ground easier.

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

By using the operational mechanism of the PNIR, then of the PNDL which had the backing of the World Bank and other partners, the Bank sought to harmonise its approach with those of other players involved in decentralisation and support for RC contracting. It used existing structures at central and regional levels (BRC, then ARD). The feeder roads also aimed at enhancing the value of basic facilities (schools, health centres, water points, etc.) built under the overall framework of the PNIR, and later of the PNDL.

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

PROJECT IMPLEMENTATION DIMENSIONS		ASSESSMENT		Score
TIMELINESS	a) extent of project adherence to the original closing date. If the difference on the right is less than 12, rate 4 between 12 and 24, rate 3 between 24 and 36, rate 2 higher than 36, rate 1	Difference in months between the original closing date and the currently expected closing date or the date of achievement of 98% disbursement	The 98% rate was exceeded in August 2009	3
		20 months		
BANK PERFORMANCE	b) the Bank enforced:			
	Environmental safeguards	In preparing the preliminary designs, the project had to assess environmental and social impacts brought about by the feeder roads. Mitigative measures alongside sensitisation sessions were recommended especially to limit nuisance and pollution (dust, safety, etc.); these often meant modifications of the layout to avoid cutting across villages. Little attention was paid to tree-planting.		2
	Fiduciary requirements	ADF funds were mobilised regularly according as project activities progressed. In all, 8 revolving funds were processed by the Bank in an average feedback timeframe of 60 days, but with delays reaching 5 months, which contributed in some cases to an extension of the duration of works.		2
	Agreements signed within the framework of the project	The Bank honoured its commitments as stipulated in the Loan Agreement. However, there were considerable delays in mobilising OPEC's resources not only because of the delay in opening the special account but also of the slow processing of the revolving fund.		3
	c) The Bank provided quality supervision in terms of skills mix and practicality of solutions.	The Bank was able to monitor the PPC/PNIR's implementation in relatively satisfactory conditions, thanks to the supervision missions (slightly less than one a year) and the proximity of the SNFO. The supervision missions did not always comprise all the necessary skills but as a rule, they had a positive influence on the implementation of activities.		2
d) Bank provided quality oversight management.	The Bank validated the audit reports and monitored their recommendations. An internal audit mission was also conducted in October 2005, and the RCs were subsequently audited.		3	

BORROWER PERFORMANCE	e) The Borrower enforced:		
	Environmental safeguards	Mitigative measures were identified when the BDs were being prepared and taken into account especially by modifying the layout to avoid cutting across villages. During the implementation phase, very few environmental-related (tree planting in particular) actions were taken and there was no systematic environmental follow-up by RCs. However, there were no specific protests or any major negative incidents on the water, soil, crops, flora and fauna.	1
	Fiduciary requirements	The Borrower honoured all its financial commitments and actually exceeded them. Some delay in mobilising the counterpart funds especially following the termination of the PNIR, hindered the payment of the contractors and the execution of some contracts.	3
	Project-related agreements signed	The Borrower honoured its commitments as stipulated in the Loan Agreement. Only the one "other condition" of the Loan Agreement could not be fully met (the rural tax reform law). It should be noted that the said reform is one of the activities under Component 1 of the PNDL and is the responsibility of the General Tax and Property Directorate.	3
	f) The Borrower was responsive to Bank project supervision conclusions and recommendations.	The Borrower has always paid every attention to the recommendations of the supervision missions, ensuring that they are implemented even if sometimes behind schedule.	3
	g) The Borrower collected and used monitoring information for decision-making.	The monitoring process of the various contracts of the RCs allowed for gradually lifting the obstacles and in particular the termination of certain contracts.	3

G. COMPLETION

1. Was the PCR delivered in time in compliance with Bank Policy			
Date 98% disbursement was reached (or closing date, if applicable)	Date PCR was sent to pcr@afdb.org	Difference in months	EVALUATION SCORE (auto-calculated) If the difference is 6 months or less, a 4 is scored. If the difference is higher than 6 month, 1 is scored.
August 2009	December 2009	5	4
<p>Briefly describe the PCR process. Describe the Borrower's and co-financier's involvement in producing the document. Highlight any inconsistencies in the evaluations given in this PCR. Describe the team composition and confirm whether a site visit was undertaken. Mention any major collaboration with other development partners. State the extent of field office involvement in producing the report. Indicate whether comments from peer reviewers were received on time (indicate names and positions of peer reviewers).</p> <p>[150 words maximum]</p> <p>The completion mission comprised a rural engineer from the SNFO, the PPC/PNIR coordinator, the 3 ARD Directors concerned and 3 regional PW departments. These profiles were relevant to most project activities. The project team fully assisted the mission members for office assignments as they did for the field mission. The sample selected for the visits (4 regions, 10 RCs) and the discussions held with the local authorities, beneficiaries and partners on the field led to a better understanding of the realities and the outcomes achieved. The discussions revealed the interest of the RCs in the feeder roads. The PCR is therefore the product of a joint effort involving all stakeholders, and covers the lessons learnt from the free and open discussions held with various players, including in particular the local actors and population concerned. Five peer reviewers were contacted and the following two provided comments: Mrs. Maimouna Sidibe Diouf (OINF1, SNFO) and Mr. Bruno Boedts (CPO, agronomist, MGFO).</p>			

H. LESSONS LEARNT FROM THE EVALUATION

Summarise key lessons that the Bank and the Borrower can possibly learn from the project's outcomes.
<p>A number of lessons can be drawn from the PPC/PNIR's implementation, in terms of design, implementation and monitoring; in particular:</p> <ul style="list-style-type: none"> - Making an operation part of an existing programme ensures greater consistency of the activities, promotes synergy and enables a better sharing of the resources available. In addition, it demands good long term coordination and a degree of harmonisation. - For such a project, an operations monitoring and evaluation system seems indispensable if account is to be taken of the set indicators, and finally, helps to determine the impact of building feeder roads. Such a system must be straightforward and must use simple data collected by existing structures. - A mid-term review is necessary during implementation; furthermore, the adjustments required for optimum results cannot be made if the operation is not implemented. - The absence of staff and structures with clearly identified duties to address the environmental aspects of an operation sets back effective implementation of the project's environmental and social management action plans. - For participatory and community-type projects, especially those co-financed, the disbursement mechanisms must be well-suited and flexible, so as not to jeopardise payment of service providers and run the risk of adversely affecting the credibility of the contractors. - Perfect planning of activities, consideration of critical factors (rainy season, timeframes for implementing procedures, capacity of players, etc.) and timeliness are key factors for limiting delays and enhancing effectiveness. - Maximum beneficiary and local authority involvement in expressing needs, identifying and determining the technical solutions, and implementing and managing infrastructure ensures ownership and sustainability.

I. PROJECT RATINGS SUMMARY

CRITERIA	SUB-CRITERIA	Evaluation Score
PROJECT OUTCOME	Achievement of outcomes	3
	Achievement of outputs	2.78
	Timeliness	3
	OVERALL OUTPUT SCORE	2.9
BANK PERFORMANCE	Design and Readiness	
	Project objectives are relevant to country development priorities	4
	Project objectives can be achieved with the project outputs and in the expected timeframe	2
	Project objectives are consistent with the Bank's national or regional strategy	3
	Project objectives are consistent with the Bank's overall priorities	4
	The logical framework presents a logical causal chain for achieving the project's development objectives	3
	The objectives and outputs presented in the logical framework are measurable and quantifiable	3
	The logical framework states the key risks and assumptions	2
	Project complexity is matched with country capacity and political commitment	3
	Project design contains adequate risk analysis	3
	Procurement, financial management, monitoring and/or other systems are based on those already in use by the Government and/or other partners.	3
	Responsibilities for project implementation were clearly defined	2
	Documents required for implementation (documents on specifications, design, procurement, etc.) were ready at appraisal	3
	Monitoring indicators and monitoring plan were adopted	2
	Baseline data collection has been completed or is ongoing	2
	DESIGN AND READINESS SUB-SCORE	2.77
	Supervision:	
	Bank enforced:	
	Environmental safeguards	2
	Fiduciary requirements	2
	Covenants signed in the context of the project	3
	Bank provided quality supervision in the form of skills mix and practicality of solutions	2
	Bank provided quality project management oversight	3
	The PCR was delivered on a timely basis	4
	SUPERVISION SUB-SCORE	2.77
	OVERALL BANK PERFORMANCE SCORE	2.77

BORROWER PERFORMANCE	Design and Readiness	
	Responsibilities for implementation were clearly defined	2
	Documents required for implementation (documents on specifications, design, procurement, etc.) were ready at appraisal	3
	Monitoring indicators and monitoring plan were approved	2
	Baseline data collection has been completed or is ongoing	2
	PROJECT DESIGN AND READINESS SCORE	2.25
	Implementation	
	Borrower enforced:	
	Environmental safeguards	1
	Fiduciary requirements	3
	Agreements signed in the context of the project	3
	Borrower was responsive to Bank project supervision conclusions and recommendations	3
	The Borrower basis its decisions on monitoring information	3
	IMPLEMENTATION SUB-SCORE	2.60
	OVERALL BORROWER PERFORMANCE SCORE	2.43

J. PROCESSING

STEP	SIGNATURE AND COMMENTS	DATE
Sector Manager Clearance		
Regional Director Clearance		
Sector Director Approval		

APPENDIX

Scale for Working Scores and Ratings

SCORE	EXPLANATION
4	Very Good Fully achieved with no shortcoming
3	Good Mostly achieved despite a few shortcomings
2	Fair Partially achieved. Shortcomings and achievements are roughly balanced
1	Poor Very limited achievements with extensive shortcomings
NA	Not applicable

N.B.: The formulas round up or down for decimal points. Only entire numbers are computed.

LIST OF ANNEXES

Annex 1: Project Costs and Financing

a. Project Costs by Component (CFAF million)

At Appraisal:

<i>Components</i>	<i>ADF</i>	<i>OPEC</i>	<i>GVT</i>	<i>RC</i>	<i>Total</i>
Improvement of feeder roads	11.305	4.487	1.996	831	18.619
Project management	116	-	15	-	131
Total	11.421	4.487	2.011	831	18.750

<i>At completion</i>	<i>ADF</i>	<i>OPEC</i>	<i>GVT</i>	<i>RC</i>	<i>Total</i>
Improvement of feeder roads	8.671	3.058	1.893	631	14.253
Project management	269	-	197	-	466
Total	8.940	3.058	2.090	631	14.719

b. Resources by Source of Financing (CFAF million)

<i>Source</i>	<i>Appraisal</i>	<i>Completion</i>
ADF	11.421	8.940
OPEC	4.487	3.058
Government	2.011	2.090
RC	831	631
Total	18.750	14.719

Annex 2: Bank Contributions.

<i>Date</i>	<i>Mission</i>	<i>No</i>	<i>Composition</i>
3 to 9 June 2003	Launch of PPC	1	Irrigation Engineer
14 to 28 December 2003	Portfolio review	2	Rural Engineer and Agro-economist
13 to 31 December 2004	Supervision	4	Rural Engineer and Agro-economist
25 Nov. to 7 December 2005	supervision	2	Agro-economist and Infrastructure Expert
10 to 15 October 2006	supervision	2	Agro-economist and Infrastructure Expert
3 to 19 August 2007	Supervision	2	Agro-economist and Infrastructure Expert
18 to 19 November 2008	Supervision	2	Rural Engineer and Agro-economist
6 to 23 April 2009	Portfolio review	4	Rural Engineer, Economist and Agro-economist
19 to 29 October 2009	Completion mission	1	Rural Engineer

Annex 3: Economic Analysis (ERR) and Financial Analysis

Recalculate the economic rate of return on the basis of the cost and profit at the time of completion and compare them with the estimates made at appraisal. Break down according to component, if need be. Analyse the sensitivity of the ERR to key assumptions. Present a financial analysis of the project's beneficiary groups.

Based on demand and in light of the adaptable nature of the PPC/PNIR, a qualitative economic analysis in the classic sense of the term was not possible and the ERR was therefore not calculated at the time of project appraisal. A number of impacts were however expected and mentioned as follows in the appraisal report

The Community Feeder Road Improvement Project will make access to markets easier, which in turn will promote commercial activities that will have positive ripple effects on production activities (farming and others), thus increasing income. Better feeder roads will also facilitate access to social services (education and health) and will encourage the rural population to settle. Easier access to schools will increase the enrolment rate in rural areas and consequently improve the general standard of education and knowledge, a guarantee for any sustainable and controlled development by the rural population. The project will also create jobs and increase incomes in the rural areas either through direct participation of the local craftsmen and villagers in the construction of basic infrastructure financed by the FIL, or indirectly by offering new economic prospects, thanks to the feeder roads, access to water and health care. .

Upon completion of the project, its effects were undeniable and all testimonies and the capitalisation report have underlined the far-reaching changes and positive effects brought about by the feeder roads. Below are some of the main economic and social advantages of the PPC/PNIR's implementation:

Opening up: hundreds of villages were connected to and often not far from the RC Administrative Centre. With the construction of the feeder roads, time and money will be saved because transport to and servicing of the areas has improved. Intermediary forms of transport have also developed, the rural population is no longer isolated, production areas have opened up effectively and transport costs have fallen. Buses, trucks and other vehicles can now ply the once inaccessible areas, thus offering new trade opportunities and access to services and social life. The PPC is a significant contribution to an invigorated rural economy, a decrease in poverty and better living conditions.

Access to markets: from an economic standpoint, the feeder roads have helped to facilitate access to many weekly markets which impact positively on production activities through increased dynamism, greater diversification and even a modernisation of farms such as in the case of Niayes. Post-harvest losses have decreased, yields are better marketed, there are newer outlets and productions are on the whole better paid. Trucks transporting pre-harvest crops or inputs and other implements can at all times of the year reach the RC administrative centres and villages, whereas before because the feeder roads were inaccessible, truck loads were deposited along the paved roads or the few main feeder roads. Today, thanks to the new feeder roads, intermediary collectors with the right means of transport ply the rural areas more often to collect harvests. In some cases, deals are struck between producers and intermediary channels or "*bana bana*" who now have the possibility of going directly to the farms to fetch produce. Trading expenses have decreased because of the increase in transport supply. Support/advisory and outreach services have now been made easy.

Access to Social Services: the feeder roads have facilitated access to social services (water, education and health), impacting positively on women and rural dwellers now willing to settle. The feeder roads have also helped to strengthen social life (weddings, naming ceremonies, funerals, etc.) which is an aspect of well-being among rural dwellers that is often difficult to appreciate. Better access to schools has led to a rise in the enrolment rate and settling down of pupils especially at rural primary school level. Formerly, the RC heads found it difficult to enrol all pupils of the villages concerned who were to attend middle level primary school after lower level primary school. That was identified as one of the determinants for the post-primary school drop out rate. Today, the pupils can stay in their villages and use carts, bicycles or the so-called “scheduled” vehicles that easily go to the villages. Medical care for pregnant women and monitoring for children during vaccination time has improved. Before construction of the feeder roads, the conditions for childbirth were very risky because journeys to the health centres were difficult and harsh. However, according to delivery records, noteworthy progress has been made. The worth of the social facilities built under the PNIR has risen because access to them has been made easier.

Accountability of Local Players: contracting by the RCs with the support of the project especially during procurement planning was of educational, social and political interest because it offered an opportunity to all socio-professional categories to mobilise, discuss and take decisions for facilities as important as the feeder roads. The approach of learning by practice improved the knowledge of the players as they took charge of contracting. Women took full part in the process of diagnosis and planning, and later joined the feeder road maintenance and management committees. The rural councils also saw their credibility increase, thanks to the public service role they played after the construction of the feeder roads. At completion, the project was also able to raise the issue of maintenance of the feeder roads which, according to the texts, is the responsibility of the RCs, but for which national level supervision should be advocated.

Annex 4: Main Contracts Signed

4.1 Goods Contracts

<i>Supplier</i>	<i>Type of Contract</i>	<i>Amount (CFAF)</i>	<i>Delivery Date</i>
SERA	Procurement of a 4X4 Station Wagon Vehicle	14.000 000	27/05/2004
GROUPE ATI	Procurement of IT hardware	4 385 000	22/04/2003
Touba Matériaux S.A.R.L	Procurement of minor maintenance equipment	138 252 000	July 2009

4.2 Community Works Contracts (Feeder Roads)

<i>RC</i>	<i>Length (km)</i>	<i>Contract Amount (CFAF)</i>	<i>ADF Share</i>	<i>Firm</i>	<i>Service Order</i>	<i>Provisional Delivery</i>	<i>Final Delivery</i>
Notto Gouye Diama	17.4	201 755 700	112 983 192	SETRACOM	25/01/2006	01/08/2006	02/11/2007
Thilmakha	12.45	163 153 719	91 366 083	EATP	02/02/2006	08/05/2007	13/08/2008
Fandéne	19.7	139 970 228	78 383 328	EATP	25/01/2006	16/03/2007	27/03/2008
Touba Toul	15.6	165 775 800	92 834 448	LAYUS	02/02/2006	21/05/2007	27/03/2008
Gangiouf	12.6	173 711 750	97 278 580	SENTHRAS	18/10/2007	01/04/2008	03/03/2009
Ndiaganiao	14.1	125 809 068	70 453 078	ABBA GROUP	02/02/2006	30/10/2007	27/03/2008
Taiba Ndiaye	12.9	136 123 532	76 229 178	CONS-EQUIP	25/01/2006	27/07/2009	NP
Mbayéne	7.2	109 143 000	61 120 080	SHYB-SAU	02/02/2006	28/05/2009	NP
Niakhéne	15.2	166 290 100	93 122 456	EMCSL	02/05/2006	31/08/2009	NP
Boutoupa	10.78	108 878 980	60 972 229	DAGHER	30/04/2004	12/07/2004	10/06/2005
Niaguis	6.79	81 763 207	45 787 396	DAGHER	05/12/2005	10/05/2006	11/04/2007
Kafountine	11	103 357 090	57 879 970	DAGHER	15/01/2006	07/11/2006	27/12/2007
Nyassia	11.025	111 805 261	62 610 946	SAFIEDINE	01/02/2006	17/05/2006	11/04/2007
Djembering	9.916	137 473 689	76 985 266	DAGHER	15/01/2006	05/06/2006	07/05/2007
Adéane	8.5	95 471 889	53 464 258	DAGHER	16/05/2006	27/12/2006	20/11/2007
Enampor	12.62	139 835 827	78 308 063	SAFIEDINE	04/05/2006	29/08/2006	21/11/2007

<i>RC</i>	<i>Length (km)</i>	<i>Contract Amount (CFAF)</i>	<i>ADF Share</i>	<i>Firm</i>	<i>Service Order</i>	<i>Provisional Delivery</i>	<i>Final Delivery</i>
Ogo	16.6	168 687 623	94 465 069	E.I.C	02/02/2006	20/11/2007	30/11/2008
Sinthiou Bamambé	13	164 816 667	92 297 334	ERECO		27/01/2007	02/02/2008
Ouro Sidi	5	109 161 017	61 130 169	E.I.C	06/03/2006	08/09/2006	15/08/2007
Dabia	28	169 473 815	94 905 336	E.I.C	06/02/2006	23/04/2008	07/03/2009
Nabadji Civol	5	138 074 529	77 321 737	EROD	13/03/2006	11/12/2006	20/11/2007
Vélingara	28	306 825 406	171 822 228	ERECO	20/01/2006	08/02/2008	28/01/2009
Agnam Civol	31	236 335 300	132 347 768	CEGES	06/03/2006	05/09/2009	NP
Oudalaye	22	180 770 000	101 231 200	DISSO	09/03/2006	NP	NP
Aouré	20	168 596 278	94 413 916	EMCSL	02/02/2006	NP	NP
Birkilane	15.9	214 290 000	120 002 400	SENTHRAS	09/06/2005	24/03/2006	18/02/2007
Ngayène Sabakh	14.5	169 044 251	94 664 780	EZZEDINE	06/06/2005	15/02/2006	18/02/2007
Taïba Niassène	15.1	196 958 500	110 296 760	EGMBTV	20/07/2006	14/09/2007	11/11/2008
Keur Socé	13	152 316 251	85 297 100	EZZEDINE	30/06/2005	22/03/2006	18/02/2007
Latmingué	16.3	210 850 000	118 076 000	SPCI	05/07/2005	15/05/2006	21/04/2007
Ndioum Ngainth	26.8	256 937 251	143 884 860	AFCOM	25/11/2005	11/08/2006	13/07/2007
Gainth Kaye	16	196 845 000	110 233 200	DG TRAVAUX	17/02/2006	22/08/2006	14/07/2007
Gainth Parhé	16	208 500 000	116 760 000	SETS	12/04/2006	17/01/2007	04/02/2008
Paoskoto	13.68	143 268 969	80 230 623	EOSA	28/05/2005	22/02/2006	18/02/2007
Dianké Souf	10.1	155 292 860	86 964 002	EOSA	15/04/2005	21/01/2006	02/02/2007
Lour Escale	12.02	126 950 600	71 092 336	AFCOM	21/05/2005	22/02/2006	18/02/2007
Nganda	15.9	145 883 900	81 694 984	EGMBTV	20/12/2005	22/03/2006	18/02/2007
Ida Mouride	15.5	178 863 785	100 163 720	SETS		19/09/2006	16/08/2007
Maka Yop	13.5	149 466 520	83 701 251	KEUR KHADIM	12/07/2005	22/02/2006	18/02/2007
Kounkané	11.25	183 976 276	103 026 714	EGMBTV	28/02/2006	04/10/2006	12/12/2007
Médina Gounass	11	170 051 120	95 228 627	CITAP	06/02/2006	28/08/2006	20/09/2007
Paroumba	10.5	179 850 750	100 716 420	K.F.E.	05/04/2006	11/04/2007	26/03/2008
Linkéring	5.5	78 266 100	43 829 016	K.F.E.	05/04/2006	16/03/2007	26/03/2008
Sadio	5.3	65 603 391	36 737 899	CONS-EQUIP	15/02/2006	12/12/2006	07/06/2007
Taïf	5.3	50 981 500	28 549 640	CONS-EQUIP	15/01/2006	31/08/2009	NP
Missirah	5.3	61 639 000	34 517 840	EQUIPEMENT	20/01/2006	21/02/2008	19/01/2009

<i>RC</i>	<i>Length (km)</i>	<i>Contract Amount (CFAF)</i>	<i>ADF Share</i>	<i>Firm</i>	<i>Service Order</i>	<i>Provisional Delivery</i>	<i>Final Delivery</i>
Nghaye	5.5	69 121 400	38 707 984	FIM SENEGAL	05/09/2006	07/10/2006	26/09/2007
Tocky gare	13.5	82 520 647	46 211 562	GTIB	28/06/2005	30/05/2006	18/07/2007
Ngohé	8.8	94 561 289	52 954 322	CITAP	28/06/2005	28/06/2006	04/06/2007
Keur S. Kane	6.2	65 762 712	36 827 119	SENTHTARS	25/01/2005	23/01/2006	18/04/2007
Lambaye	14.1	133 137 403	74 556 946	FIM SENEGAL	05/01/2006	04/08/2006	19/02/2007
Dangalma	6.9	50 846 123	28 473 829	ERECO	05/04/2005	23/07/2006	26/09/2007
Thiakhar	11.4	98 517 400	55 169 744	FIM SENEGAL	15/01/2006	16/09/2006	19/03/2007
Baba Gararge	10.15	119 437 756	66 885 143	LGD	08/02/2006	22/08/2006	28/12/2007
Ngogom	10.01	108 581 840	60 805 830	LSI	08/02/2006	25/07/2006	01/08/2007
Keur Ngalgou	13.04	196 740 105	110 174 459	FEI	08/02/2005	23/07/2007	21/05/2008
Touba	29.65	209 285 705	117 199 995	CITAP	08/02/2006	26/10/2007	12/12/2008
Mpal	11.634	126 914 748	71 072 259	SOTRACOM	29/09/2005	09/03/2006	13/02/2007
Gandon	10.1	123 578 500	69 203 960	SOTRACOM	31/08/2005	09/03/2006	13/02/2007
Mbane	20	189 800 000	106 288 000	AGRIBAT	15/09/2005	20/01/2008	18/12/2008
Ross-Béthio	12.1	78 707 000	44 075 920	THIEYTOU		09/07/2007	19/05/2008
Ronkh	18	141 399 250	79 183 580	ABA GROUP	10/09/2005	11/03/2009	NP
Gaé	19.96	164 693 026	92 228 095	FIM SENEGAL	20/11/2006	15/03/2007	15/12/2008
Aéré Lao	23.46	169 108 690	94 700 866	SENTHRAS	22/05/2006	14/11/2006	20/09/2007
Dodéle	14.86	168 032 669	94 098 295	SHYB-SAU	03/03/2006	NP	
Mboumba	15.87	157 172 287	88 016 481	K.F.E.	07/04/2006	15/09/2009	
Galoya	23.31	165 403 738	92 626 093	SETRAP	25/06/2006	NP	
Madina Ndiathbé	22.98	169 451 038	94 892 581	GENITE	26/06/2006	03/10/2007	07/09/2008
Mboula	7.51	63 085 691	35 327 987	DG TRAVAUX	10/11/2005	16/01/2007	13/02/2008
Kamb	7.51	60 681 924	33 981 878	DG TRAVAUX	10/11/2005	16/01/2007	13/02/2008
Sagata Djoloff	18	156 678 100	87 739 736	EZZEDINE	26/09/2005	30/05/2007	12/12/2007
Léona	19.15	212 414 580	118 952 165	CACTP	03/06/2005	17/03/2009	NP
Sakal		107 623 880	60 269 373			13/09/2006	21/07/2007
Thiaméne	16.8	180 000 550	100 800 308	CITAP	15/02/2006	14/11/2007	12/10/2008
Boulal	17.5	197 350 968	110 516 542	EZZEDINE	31/01/2006	28/08/2009	NP
Mbeuleukhé	13	141 733 900	79 370 984	TRGC	15/08/2006	25/04/2008	11/03/2009

<i>RC</i>	<i>Length (km)</i>	<i>Contract Amount (CFAF)</i>	<i>ADF Share</i>	<i>Firm</i>	<i>Service Order</i>	<i>Provisional Delivery</i>	<i>Final Delivery</i>
Mboula	0.28	60 681 924	33 981 877	EGMBTV	25/07/2005	22/11/2006	16/09/2007
Sakal	8.5	107 623 880	60 269 373	SENTHRAS	20/06/2005	22/11/2005	20/12/2006

4.3 Services Contracts

<i>Firm</i>	<i>Contract Type</i>	<i>Total Amount (FCFA)</i>	<i>Bidding Date</i>	<i>Service Order</i>	<i>Contract Completion Date</i>
AFID CONSULTANCE	Designs and Monitoring of Feeder Road Works for the RCs of Kamb, Léona, Sagatta, Sakal, Mboula, Déaly, Téssékéré LOUGA REGION	38 596 667	Feb. 2004	21/05/2004	31/04/2005
APAVE SAHEL	Designs and Monitoring of Feeder Road Works for the RCs of Birkilane, Ngayéne Sabakh, Taïba Niasséne, Keur Socé, Latmingué, Ndioum Ngainth, Gainth Kaye and Gainth Pathé KAOLACK REGION	37 250 000	Sept. 2004	15/12/2004	30/09/2006
BETRI	Designs and Monitoring of Feeder Road Works for the RCs of Mbeuluekhé, Thiaméne and Syer LOUGA REGION	27 904 000	Sept. 2004	01/12/2004	30/11/2006
BETRI	Designs and Monitoring of Feeder Road Works for the RCs of Taïba Ndiaye, Ngandiouf, Fandéne and Notto Gouye Diama THIES REGION	45 025 000	Sept. 2004	01/12/2004	31/12/2006
BETRI	Designs and Monitoring of Feeder Road Works for the RCs of Paoskoto, Dianké Souf, Lour Escale, Nganda, Ida Mouride et Maka Yopp KAOLACK REGION	55 012 500	Feb. 2004	15/06/2004	30/09/2006
CADEM TECHNOLOGIES	Designs and Monitoring of Feeder Road Works for the RCs of Boutoupa Camarcounda, Niaguis, Kafountine, Oukout, Niassy and Santhiaba Manjacque	65 912 500	Feb. 2004	15/06/2004	31/08/2006
CADEM TECHNOLOGIES	Designs and Monitoring of Feeder Road Works for the RCs of Djembering, Adéane and Enampor ZIGUINCHOR REGION	34 650 000	Sept. 2004	01/12/2004	30/10/2006
COGECI	Designs and Monitoring of Feeder Road Works for the RCs of Nétéboulou, Missirah, Dialocoto, Médina Gounass, Paroumba and Linkéring TAMBACOUNDA REGION	50 795 500	Sept. 2004	01/12/2004	30/10/2006
GEOMAPS	Designs and Monitoring of Feeder Road Works for the RCs of Saraya, Missirah Sirimana, Stalemate and Kounkané REGION OF TAMBACOUNDA	46 147 000	Sept. 2004	15/12/2004	30/10/2006

GIC	Designs and Monitoring of Feeder Road Works for the RCs of Ouro Sidy, Nabadji Civol, Agnam Civol, Dabia et Oudalaye REGION DE MATAM	65 050 000	Sept. 2004	15/12/2004	30/10/2006
INGETEC	Designs and Monitoring of Feeder Road Works for the RCs of Gandon, Gaé, Ronkh, Mbane et Ross Béthio SAINT LOUIS	39 785 000	Feb. 2004	15/06/2004	30/10/2006
PRESTIGE	Designs and Monitoring of Feeder Road Works for the RCs of Baba Garage, Ngogom, Keur Ngalgou et Touba REGION DE DIOURBEL	50 635 000	Sept. 2004	15/12/2004	30/10/2006
SENAGROSOL CONSULT	Designs and Monitoring of Feeder Road Works for the RCs of Ndiagianiao, Touba Toul, Mbayéne, Thilmakha, Niakhéne, Colobane and Tattaguine REGION DE THIES	47 972 500	Feb. 2004	15/06/2004	30/09/2006
SETIC AFRIQUE	Designs and Monitoring of Feeder Road Works for the RCs of Sadio, Taïf, Missirah, Ngaye, Tocky Gare, Ngohé, Keur Samba Kane, Lambaye, Ndangalma and Thiakhar REGION DE DIOURBEL	83 410 000	Feb. 2004	15/06/2004	30/10/2006
SETIC AFRIQUE	Designs and Monitoring of Feeder Road Works for the RCs of Pété, Mpal, Aéré Lao, Dodéle, Mboumba, Galoya and Madina Ndiathbé SAINT LOUIS REGION	51 950 000	Sept. 2004	20/12/2004	30/10/2006

<i>Firm</i>	<i>Contract Type</i>	<i>Amount (CFAF)</i>	<i>Duration</i>	<i>Service Start-up</i>	<i>Service Completions</i>
INGENIEURS CONSULTANTS ASSOCIES	Preparation of a Community Road Maintenance Guide for Senegal's rural communities	33 000 000	3 months	09/05/2005	06/06/2005
BDO MBA	PPC financial account audit for the 2004, 2005 and 2006 financial years	12 420 000	3 years	18/02/2005	31/31/2007
Cabinet Mamina Camara	Rural Community Account Audit for the 2005 to 2008 financial years and audit of project accounts for the 2007 and 2008 financial years.	47 350 000	8 months	27/11/2008	31/06/2009
ALHASSANE TOURE	Technical Audit of the PPC-PNIR	9 585 000	40 days	02/05/2006	15/06/2006
Pape Modou NDIAYE	Independent civil engineering consultant to assist the PNIR coordinator in the PPC's additional tasks	86 600 000	64 months	01/02/2003	31/05/2008
Cheikh Mbacké DIOP	Independent consultant in charge of the PPC's accounts	15 604 008	15 months	01/03/2004	25/05/2005
Ndiack DIOP	Independent rural engineering consultant to assist the PNDL Executive Secretariat in the PPC's additional tasks	20 900 000	14 months	01/08/2008	30/09/2009

Annex 5: List of the Main Documents Consulted

- Appraisal Report of the Community Roads Project to Support the National Rural Infrastructure Programme (PPC-PNIR) – African Development Fund – October 2001.
- Loan Agreement for UA 11.85 million to finance the PPC-PNIR – ADF.
- Aide-memoires of the PPC-PNIR Supervision Missions (ADB).
- PPC-PNIR Annual Reports (PNIR and PNDL).
- PPC-PNIR Quarterly Reports (PNIR and PNDL).
- Rural Road Maintenance Guide – Associated Consulting Engineers – June 2005.
- 2004-2007 PPC-PNIR Accounts Audit Reports.
- Designs and Bidding Documents for Rehabilitation and/or Implementation of Rural Road Works in Various CRs and in 10 regions – Various consulting firms – 2004 and 2005.
- Preparation of a New Road Classification Study – Elhadji Babaly Deme – Consultant – October 2007.
- PPC-PNIR Completion Report – PNDL Executive Secretariat – June 2009
- Capitalisation of the PPC-PNIR Experience– Elhadj Abdou Gueye – Consultant – August 2009.
- Documentary Film – PPC-PNIR Opening up Rural Communities, a development challenge – September 2009.
- Draft New Road Maintenance Policy – Road Maintenance Fund (FERA) – September 2009.
- Poverty Reduction Strategy Paper II – PRSP II (Government of Senegal).

Annex 6: Project Narrative – Decisive Factors

Main factors not taken into account in the overall scale and which influenced the project's design and implementation. These factors, be they negative or positive, could include climatic and weather conditions, political changes, contractual or personal issues, technical matters, the procurement process and interaction with other partners. If any one of them is sufficiently important to affect the evaluation scores, it should be mentioned in the scale, with reference to this Annex.

Institutional Base:

The project was based on the PNIR, hence its name "Community Roads Project to Support the PNIR (PPC/PNIR)," and was originally under the supervision of the Ministry of Agriculture and Livestock. Following the closing of the PNIR on 31 December 2005 while the PPC/PNIR was still ongoing, and in the wake of the establishment by the Senegalese Government of a Federative Programme for all local development-related projects and programmes through the National Local Development Programme (PNDL), the PPC/PNIR's supervisory authority was transferred to the PNDL's Executive Secretariat. The latter was initially under the supervision of the Prime Minister's Office before being attached to the Ministry of Decentralisation and Local Authorities. The PPC/PNIR's supervision was therefore moved during the project implementation phase, as a result of the newly-established institutional mechanism. It must be said that these changes disrupted project implementation especially during the transitional phase preceding the actual start-up of the PNDL. Activities that were monitored by the Regional Coordination Offices (BRC) of the PNIR were transferred to the Regional Development Agencies (ARD), permanent structures set up under Decentralisation and strengthened in the context of the PNDL.

Operational Adjustments:

No major changes were made to the project, neither at start-up nor during its implementation. The objectives set, the activities scheduled and the conditions for their implementation were by and large maintained. The adjustments made stemmed mainly from the financial constraints encountered during implementation and marked by a decrease in the resources allocated not only by the ADF but also by OPEC, to reflect the drop in the respective rates of the UA and the dollar. At the request of the project, the list of goods and services was revised in August 2005 so as to take into account the fall of the Unit of Account against the CFA Franc, as well as those items that had been under-estimated. Some entries were adjusted upwards especially the cost of works per kilometre of feeder road (10 million instead of 7), minor maintenance equipment for the feeder road commissions and some operating expenses initially to be defrayed by IDA ending 31 December 2005. Towards the end of the project and with the Bank's approval, amendment based on internal re-allocations were also made to some agreements signed with the RCs in order to take into account OPEC's financing gap due to the decline in the value of the dollar, and the balances available on the ADF loan. These arrangements made it possible to comply with the contractual obligations.

During implementation, the Bank also approved agreements with the regional public works departments to support contracting by the RCs, instead of using operators as had been stated in the appraisal report. This led to a better involvement of the existing departments and promoted a degree of capitalisation at local and regional levels. Among the modifications made, it is worth mentioning that the initial option, which was repair critical sections of the existing feeder roads, was unanimously changed by the RCs (full construction of the alignment in question). Instead of improving the existing feeder roads, it is more appropriate now to talk of building new feeder roads. As a result, the cost of scheduled works not only jumped but also indirectly induced an adjustment of services to the available envelop. This may explain some of the flaws in the design and size of some structures. Nonetheless, as a result, the RCs were able to better appropriate outputs which matched their expectations. Lastly, mention must be made of the repercussions of the new divisions of some RCs into communes and rural communities, with the resulting increase in the number of RCs concerned from 84 to 92.