Mali/Senegal: Road Development and Transport Facilitation Project: The Southern Bamako-Dakar Corridor

FASTER, SAFER ON THE ROAD TO INTEGRATION

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African Development Bank Group
Mali/Senegal: Road Development and Transport Facilitation Project: The Southern Bamako-Dakar Corridor

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Foreword

The African Development Bank, like other development agencies, measures success not by the amount of money we spend or by the number of projects we implement, but by the lasting changes we bring to the people of Africa.

Measuring these changes is a complex undertaking. Over the past decade, our understanding of development has broadened. We recognise that economic growth is an essential part of the process; that it supplies households with livelihoods and opportunities and governments with the means to invest in public goods and services. But development is also about empowering people to achieve a range of needs and aspirations, including through education, better health, and membership in secure and supportive communities.

Assembling the evidence on our strengths and weaknesses, helps us determine how we can better meet our goal of improving the lives and livelihoods of Africans. To achieve its goals, the African Development Bank has to be a learning organisation committed to improving its operations continuously. None of our development goals for Africa will be achieved overnight. But we must keep our operations under constant scrutiny to ensure that we are moving in the right direction.

The most successful initiatives will always be those that learn from the past while moving audaciously towards the future. They are those that leverage best practices, practice flexibility and innovation, and scale up their achievements to produce an even greater impact.

Profound structural shifts in the global economy are presenting opportunities never before available to Africa. The Bank is committed to accompanying Africans on their quest to seize hold of those opportunities, overcome historical challenges and build secure, more inclusive societies. The operation presented in this leaflet is one example, out of many, of how the Bank is achieving broad-based economic growth, game-changing innovations, and demonstrable results across the continent.
1 DEVELOPMENT PROBLEM

Mali is a landlocked country, 90% of whose international trade depends on maritime traffic. Mali must rely on the ports of its neighbours, especially Côte d’Ivoire and Senegal, to move the bulk of its merchandise. Until 2002, 80% of Mali’s imports and exports transited through the port of Abidjan. After the crisis in Côte d’Ivoire in 2002, the rate dropped, reaching 33% in 2008. Mali is determined to diversify its base ports (Nouakchott, Conakry, Lomé, Dakar, and Abidjan) but has yet to break the monopoly held by the corridors of Côte d’Ivoire and Senegal. In 2008, 33% of Mali’s international trade passed through Côte d’Ivoire and 51% passed through Senegal. Traffic routed to the northern Bamako/Dakar corridor grew to over 700 trucks per day. This level of traffic had not been expected and it caused the road infrastructure to deteriorate rapidly.

Another problem for Mali has been the very high shipping and handling costs associated with domestic products. Multiple taxes and both official and unofficial charges and fees account for 25% to 30% of the cost of the country’s essential traded goods. On the Abidjan-Bamako corridor, for example, shippers pay about 2.5 billion CFA francs (FCFA) or US$ 5.4 million in illicit charges each year. This greatly undermines the competitiveness of Mali’s products.

For countries like Mali that lack access to the sea, the complexity and slowness of administrative procedures at ports and regular hassles along the corridors are another serious obstacle to development.

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Project description

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<th>PROJECT INFORMATION</th>
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<tr>
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<td>Project name: Mali/Senegal: Road Development and Transport Facilitation Project: The Southern Bamako-Dakar Corridor</td>
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| Amount: Total project cost: 200.54 million Units of Account (UA)  
ADF financing: UA 58.16 million  
Cofinancing:  
• WADB: UA 15.30 million  
• JBIC: UA 5.89 million  
• WAEMU: UA 0.74 million  
• IsDB, EU, Japan, KFW: UA 95.41 million  
• Transporters: UA 0.15 million  
• Governments: UA 33.24 million |
| Duration and dates: 4 years  
(February 2008-November 2012) |

For that reason, the development problem—poor and expensive access to ports and the poor quality of vital transport infrastructure—was a priority for national and subregional stakeholders alike. Regional integration and the stimulation of commercial trade in the subregion had been an important target of the area’s national governments and regional economic organizations for years, and the project’s objectives gave new life to the Community
Action Plan for Road Infrastructure and Transport (Programme d’Actions Communautaires des Infrastructures et du Transport—PACITR), adopted in 2002. The situation was all the more urgent because it threatened food security in both Mali and Senegal. It also undermined the countries’ goal to reduce poverty by using subregional integration as a means of developing local capacity and stimulating trade.

2 APPROACH

Until the project was initiated, all initiatives had proceeded on the basis of individual projects for which funding agencies failed to coordinate their interventions. Funding agencies and governments decided on a number of small projects without consulting the population; the agencies then decided what kind of project they would fund and to what extent. This system—one in which development partners, and not the countries themselves, chose projects—delayed execution significantly and impoverished results. Furthermore, the transport sector was without a transport policy that would have given coherence and structure to the many interventions.

These missteps caused Mali, assisted by its development partners, to turn to a programmatic sector approach that was aligned with the Community Action Plan for Road Infrastructure and Transport (Programme d’Actions Communautaires des Infrastructures et du Transport—PACITR) adopted by the West African Economic and Monetary Union (WAEMU)’s Council of Ministers of Transport in 2002. Working with the countries concerned, regional organisations like WAEMU and the Economic Commission of West African States (ECOWAS) developed plans for multinational road programmes. The first Bamako/Dakar corridor, which traversed the north of Mali, was one of these programmes.

Notwithstanding these initiatives, the development of trade continued to face other obstacles: inter alia, the inadequacy of regional integration infrastructure; the slowness of administrative procedures, especially at customs; poorly organised road services; and harassment at roadblocks and border crossing stations.

To overcome these obstacles, the transport project planned three main areas of activity: services, roadwork, and the facilitation of transport.

The project has several new and innovative elements. The first draws on experience gained from the implementation of the first Bamako/Dakar corridor, in the north of the country: namely, the facilitation of transport. This element covers anything that would improve the circulation of goods and people and thereby stimulate the national economy: a radio communication system along the corridor’s 1,200 kilometres (km), to make it easier for operators to communicate; border crossing stations equipped with scanners to speed crossing times; axle scales along the corridor; the use of a single logbook, rather than multiple books; awareness-raising and training; and so forth. Together, these actions are expected to reduce illicit charges and make traffic more...
fluid. The project also planned to educate corridor users and local populations about road safety and sexually transmitted diseases.

3 ANALYSIS AND APPRAISAL

Faced with the saturation of the Bamako-Dakar corridor described above and the corridor’s rapid deterioration after 2002, the parties considered reinforcing the Bamako-Conakry corridor. Technical and financial feasibility studies quickly ruled this option out. The best choice was therefore to complement the existing Bamako-Dakar corridor in the north with a second Bamako-Dakar corridor in the south. Mali and Senegal decided to join efforts and build the Kati-Kita-Saraya road, a strategic cross-border axis.

The project’s feasibility study, conducted in 1997 with financing from the Islamic Development Bank, studied the possibilities of opening the southern region. In 2005, the African Development Bank (AfDB) financed an update study.

In June 2005, an AfDB mission to prepare the Kita-Saraya-Kédougou road noted the following:

- Obstacles to fluid traffic between Dakar and Bamako, with bottlenecks at the port of Dakar
- The non-application of international transport and transit agreements
- The disrespect of truck weight limits

The project promoters therefore decided in favour of a corridor approach that included a transport-facilitation component, rather than a classic road project (the Kati-Saraya-Kédougou road). For that reason, they named the initiative the “Road Development and Transport Facilitation Project.”

The project was developed using a participatory approach that solicited communities in the project area, transport operators, customs administrators, and police involved in transport. Through discussions with the two countries, talks with WAEMU, and meetings with local authorities and local populations, the project promoters secured agreement on the project’s objectives, established indicators of the project’s impacts, agreed on means to measure those indicators, decided on the project components, and mounted financing scenarios that took technical requirements into account.

The project benefitted from financing from different sources and coordination proved truly challenging. But the experience produced best practices for future multinational projects.
Partners with incompatible procedures used a parallel financing mode:

- A grant from Japan helped finance the realisation of three components, including the border crossing at Falemé, which exemplifies sound management of the Mali-Senegal border.
- The Islamic Development Bank financed the Kita-Sekokoto section (38 km) directly.

Partners whose procedures were compatible pooled their resources:

- The European Union and Germany’s KfW financed the Kati-Kita section (162 km) jointly.
- The AfDB and the West African Development Bank jointly financed the three Kita-Kédougou sections (290 km of main road, 100 km of rural secondary roads, three bridges, an animal rest area, and a quarantine area). They also financed work to benefit local communities, digging 10 boreholes and building and furnishing five health clinics.

4 BENEFITS

The primary beneficiaries are the project’s users, traders, agricultural producers, women and children. The realisation of the project’s many associated activities (the laying of secondary roads, the drilling of boreholes, and the construction of animal rest areas, health clinics, and schools) has made a significant difference to the activities of rural dwellers in the region. Before the project, women walked an average of 5 km to fetch drinking water; after the project, the average walking distance dropped to 1 km. The reduction in transport costs has also benefited people living in the project area, especially women, who account for 52% of the population in the area and 60% of the economic activity.

More generally, the southern Bamako-Dakar corridor greatly reinforced regional economic integration. Illicit fees and charges have fallen considerably: in the first quarter of 2011, they were an estimated FCFA 64,103 or US$ 140 per truck per trip on the Bamako-Dakar corridor, versus CFCA 161,384 or US$ 351 per truck per trip on the Bamako-Abidjan corridor. This benefits transport companies and makes the national economy more competitive. The distance between Bamako and Dakar is 200 km shorter by the southern corridor than by the northern corridor.

The project created jobs for local populations. Construction work and the other activities required much unskilled or low-skilled labour. Local workers were paid nearly FCFA 2.5 billion during implementation. After construction, some of these workers—now experienced—conducted routine maintenance work. In this way, the project generated revenues for men, women and youth, and reduced poverty.

The project benefited actors in the agricultural sector. The fall in transport costs that resulted from the improvements to services has breathed new life into local agriculture and has reinforced informal trade, which was already growing. Better transport has made it easier for local producers to reach markets and has slashed losses in produce that were being shipped from the interior to larger markets. The halving of transport times has freed the population to spend more time on socioeconomic activities.

The project’s principal technical achievements are as follows: (i) The development of the road between Kita and Bafing (73 km within Mali), between Bafing and Saraya (156 km within Mali), and between Saraya and Kédougou (61 km within Senegal); (ii) the development of 100 km of rural secondary roads; (iii) the digging of 10 boreholes, the construction and furnishing of five health clinics.
clinics, the construction of one animal rest area, the construction of one quarantine facility at the border; (iv) the construction of a bridge over the Bafing River (248 metres), a bridge over the Balé River (80 metres) and a bridge over the Falémé River (250 metres) on the border between Mali and Senegal.

5 MONITORING AND EVALUATION

The two executing agencies conducted monitoring and evaluation internally and commissioned external monitoring and evaluation as well. The activities comprised the following:

- Supervision missions on the part of the Bank and other cofinanciers, a mid-term review and a final evaluation that informed the completion reports of the borrowers, WAEMU, and the AfDB

- Subsequent reports:
  1. Monthly and quarterly reports by the consultants in charge of monitoring and evaluating construction work and the other project components
  2. Quarterly monitoring and evaluation reports by the consultant in charge of establishing and monitoring the impact indicators
  3. Reports on the execution of all project components, prepared by WAEMU and regularly submitted to the AfDB
  4. Reports on construction completion prepared by the consultants in charge of monitoring construction

The project handled financial management as follows:

- WAEMU’s bookkeeper has performed the accounting for the grant made by the African Development Fund. Each country performs the accounting for the portion of the route on its territory.

- An independent auditing firm recruited as per AfDB procedures audits the project activities once a year and report its findings to the AfDB.

These materials have allowed WAEMU, the two governments and the Bank to ensure that insofar as project execution is concerned, (i) the grant and loan resources accorded to the project have indeed financed the project, (ii) receipts and expenditures related to the grant and the loans have been properly accounted for, and (iii) Bank procedures for loan and grant administration have been followed.

6 RISKS

Four risks were associated with the project.

- The first risk concerned the generation and deployment of transport revenues in the two countries. This risk was mitigated by sound management arrangements. In Mali, the Autorité Routière (AR) pays for road maintenance. In 2010, 85% of its budget came from its own revenues—principally, fuel tax—and the remaining 15% was allocated by the government. In addition to fuel tax, the AR generates revenue from axle load charges and earnings from tolls and weigh stations. In Senegal, the Fonds d’Entretien Routier Autonome (FERA) began operations in
April 2009 and began collecting fees in January 2010. Every month, the Tax Directorate deposits road usage tax revenues into FERA’s special account at the Central Bank of West African States.

- **The second risk concerns the governments’ application of facilitation measures after project completion.** The establishment of a corridor management committee comprising operators and road users is expected to attenuate this risk, as is ECOWAS’s adoption of the recommendations of a study of the legal status of the joint border posts.

- **The third risk related to armed conflict in West Africa.** This risk has been mitigated by the international forces assigned to intervene between the armed parties, which have succeeded in bringing the countries to respect a cease-fire on the ground and to undertake the reforms necessary to eradicate the roots of the conflict.

- **Regarding the fourth risk, which regards states’ commitment to pursue an integration policy,** institutions such as ECOWAS and WAEMU have reached a state of maturity that augurs well for their continuity and testifies to member states’ engagement to pursue their principal integration objectives.

# 7 Lessons Learnt

The design, execution and follow-up of the Road Development and Transport Facilitation Project: Southern Bamako-Dakar Corridor gave rise to a number of lessons learnt and good practices:

- Studies must be of good quality and it is very important that they be updated before procurement for construction work. This avoids gaps in financing and allows programmes to be executed within initial cost forecasts.

- In large markets, special attention should be paid to evaluating each element of the bid documents, not just elements that correspond to the terms of the bid data sheet. The administrative clauses of bid documents should conform to the stipulations of the bid data sheet, so that projects select companies able to execute the work within the delays specified.

- In the case of the southern Bamako-Dakar corridor, integrating transport facilitation measures into road construction required sound management and excellent project monitoring skills on the part of the countries involved and on the part of WAEMU. Although the roadwork was funded by joint financing by the AfDB, the West African Development Bank and the two countries, Japan’s financing following different procedures: those of the Japan International Cooperation Agency. This required good coordination among all parties, in order that project initiation and execution schedules be aligned. To make this coordination possible, a Joint Technical Committee was created and was mandated to act as a coordination platform. Composed of representatives of each country (representatives from the national road agencies, the national transport agencies, and agencies to protect the environment) and of representatives of WAEMU, the committee meets twice a year, alternating between countries. It invites funding
agencies to its meetings.

- Associated work was performed by the large companies that had performed the road work. To increase direct economic benefits at the local level, future associated work may be open to local tender, giving local businesses the chance to grow.

It is advisable that countries be informed of what measures to take in order that joint border posts be staffed as soon as work is complete. To accomplish this, the project team should better coordinate the project implementation schedule with the beginning of actual operations.

### 8 EXTERNAL DISSEMINATION

Between February 2008 and April 2010, three films on the project were produced. Photos of the phases of the project are also available.

Several media events took place on 20 December 2008, during the President of the Republic of Mali’s official launch of the project in Mali.

On 27 March 2010, the President of the Republic of Mali and the President of Senegal launched construction of the bridge over the Falémé River.

On 1 April 2010, the President of the Republic of Mali inaugurated the bridge over the Balé River and launched work on the bridge over the Bafing.

Ministers of the two countries conducted various visits.


In June 2011, the Joint Technical Committee suggested that the two presidents, WAEMU and the funding agencies inaugurate the entire corridor at the border near the bridge over the Falémén River and the joint border posts.
Appendix
Supplemental material
What They Said… Official Testimonies

“The corridor route fulfils one aspect of Mali’s vision to open the country. The project will create new drinking water stations and will respect the environment. Over 5000 trees will be planted.”
The President of the Republic of Mali, Mr. Amadou Toumani Touré

“The project is a manifestation of the economic and structural integration willed by our two peoples. The corridor’s bridge over the Falémé is a tool for unity, a practical realisation aptly located at the natural border between our countries.”
The President of the Republic of Senegal, Mr. Abdoulaye Wade

“The objectives of the programme are shared by the donor community and contribute to the strategic framework to fight against national poverty. This road will play a strategic role in the socioeconomic reality of the subregion. The project testifies to a policy of sustainable development and its socioeconomic benefits in the project area will improve popular well-being.”
The Resident Representative of the West African Development Bank, Mr. Ibrahim Moumouni Djermakoye:

“This programme fulfils the government’s intention to lay the groundwork for economic and social development by means of major road corridor infrastructure. Now that the European Union has asphalted the Kati–Kita Road and the Kita–Sékokoto Road, the asphalting of the Sekokoto-Bafing-Kenieba-Falémé Road (on the Senegalese berfer) will fill the missing link in the southern Bamako-Dakar corridor.

This project is part of the community development strategy of WAEMU member states. The European Union, the African Development Bank, the Western African Development Bank, and Japan have accompanied the two countries in building a second permanent link between Mali and Senegal in order to stimulate development and economic integration in the two states, reduce transport costs, and promote socio-economic development.”
Its completion will help improve road safety, cut transport costs, make travellers more comfortable, slash travel times, multiply the job opportunities of local populations, and make it easier for residents to reach centres of employment in the subregion.”
Mali’s Minister of Transport and Equipment, Mr. Ahmed Diane Semega

“Before the boreholes, local residents used untreated well water. We know that many children’s diseases and diseases of the elderly come from this water. We are happy to have boreholes.”
Gounta Soumano, social worker
“Before, we had to walk 2 kilometres to get water from a well. This water makes people sick. No drinking water means poor health … The borehole drilled by the project is better than a well, but now we need a water tower. […] With the road, we now get to where we are going faster and we come home faster, too. Two hours of travel have become a half-hour.”
Karim Oumar Démbélé, mechanic

“The project furnished the school with a good number of tables and chairs. This made students and teachers much more comfortable. It’s important because students have realised that if their clothes are clean, they will be comfortable at school, because they will have the right to sit on the benches. In many schools, children sit on the ground.”
M. Traoré, Principal of the school of the village of Tambaga

“We can’t stop talking about how wonderful it is to have a borehole for drinking water. Before, neither the area, nor the mayor’s office, nor the school had drinking water. Children and women are much more comfortable now.”
Sanouka Dembelé, Deputy Mayor of Tambaga
“The road construction has had many benefits. Settlements have become villages and villages are growing. The villages on the other side of the Ballé River are now accessible in any season. Financially, people are better-off, because they used to have to pay FCFA 5000 FCFA to reach a village 12 kilometres away.

In the dry season, there is no water, rainfall drops and the wells dry up. This is a serious problem, because the main activities are agriculture and livestock farming. With the new boreholes, people have drinking water for themselves and for their animals too. It’s not enough though, because some villages still need boreholes.

The project has supported all of the settlements near the road. Students are reassured.”

Mamadou Kamissoko, Deputy Mayor of Kokofata

ASSOCIATED WORK: ACCESS ROAD TO THE VILLAGE OF KOBA

“The project has been very beneficial, because several villages are now connected and time has been saved.”

Transporter
“It used to be hard to get to the village of Koba because vehicles sank in the mud and we assistants spent our time trying to fix things. Making these access roads has made life a lot easier for us.”
Mamadou Dembélé, assistant chauffeur

“The trip goes quickly now. There are a lot of changes, because it used to be difficult to fetch merchandise. Today, we can go from one city to the next in the same day. There are over 20 transporters on the Kita-Bafing Road.”
Famoussa Traoré of the Kita Area Road Transport Union
Transport in the Project Area: Before And After

- Northbound traffic on the Dakar-Bamako corridor on the Mali/Senegal border (photo taken in May 2011, during a cross-border conference presided by the prime ministers of the two countries)

- The Bamako-Dakar road with access from Kayes and Kénieba, before construction of the southern Bamako-Dakar corridor

- It used to take 2 days to travel from Bamako to Kénieba (429 km) and to Falémé (on the Senegalese border to the south) via Kayes. With the new southern corridor, it now takes 5 hours.
The Bamako-Dakar road via Kayes and Kénéba, before construction of the southern Bamako-Dakar corridor. Several accidents have taken place on this section.

The crossing over the Falémé River, before construction of the southern corridor

Southern Bamako-Dakar corridor
List of documents and sources of information

- SDBC AfDB Project Appraisal Report
- Joint Technical Committee’s reports of November 2010 and June 2011
- The Direction des Transports Terrestres, Maritimes et Fluviales du Mali’s report of activities, 2004
- African Centre For Applied Forestry Research and Development (CARFAD). Rapports d’activités.
### Contact information

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