

AFRICAN DEVELOPMENT FUND



GHANA

AKATSI-DZODZE-NOEPE ROAD (AKATSI-AKANU)

PROJECT COMPLETION REPORT

(PCR)

RDGN/PICUO

July 2018

PROJECT COMPLETION REPORT FOR PUBLIC SECTOR OPERATIONS (PCR)



AFRICAN
DEVELOPMENT
BANK GROUP

I BASIC DATA

A Report data

Report date	Date of report:	DECEMBER 2015	
	Mission date (<i>if field mission</i>)	From: July 13 th 2015	From: July 27 th 2015

B Responsible Bank staff

Positions	At approval	At completion
Regional Director	Mr. E.G. Taylor-Lewis/ Mr. J. Litse	Mr. Abdellatif Bernoussi
Country Manager	Not Applicable Mr. A. Jeng	Mrs. Marie-Laure Akin-Olugbade
Sector Director	Mr. R. Rakotobe / Mr. G. Mbesherebusa	Mr. Amadou Oumarou
Sector Manager	Mr. H. Kamoun / Mr A. Kies	Mr. Jean Kizito Kabanguka
Task Manager	Mr. J.K. Nyasulu/ Ms. Lydie Ehouman	Ms. Mam Tut Wadda
Alternate Task Manager	Mr. R. Sherman / Mr. M. Kane	Mrs. Sheila Enyonam Akyea
PCR Team Leader		Mr. Peter Ofori-Asumadu
PCR Team Members		

C Project data

Project name: AKATSI-DZODZE-NOEPE ROAD (AKATSI-AKANU)		
Project code: P-GH-D00-009 (original)/ P-GH-DB0-014 (original)	Instrument number(s): 2100150007013, 2100150018994	
Project type: Investment	Sector: Transport	
Country: GHANA	Environmental categorization (1-3): II	
Processing milestones – Bank approved financing only (add/delete rows depending on the number of financing sources)	Key Events (Bank approved financing only)	Disbursement and closing dates (Bank approved financing only)
Financing source/ instrument1: ADF Loan	Financing source/ instrument1: ADF Loan	Financing source/ instrument1: ADF Loan
Date approved: 20 December 2002	Cancelled amounts: UA2,761,859.50	Original disbursement deadline: 31 December 2007
Date signed: 18 July 2003	Supplementary financing: UA 13.4 million (approved in December 16, 2008; signed in October 6, 2009 and entry into force on November 10, 2009; original disbursement deadline :December 31, 2011 and extended to December 30, 2013)	Original closing date: 31 December 2006
Date of entry into force: 23 July 2004	Restructuring (<i>specify date & amount involved</i>): N/A	Revised (<i>if applicable</i>) disbursement deadline: 30 June 2013
Date effective for 1st disbursement: 14	Extensions (<i>specify dates</i>):	Revised (<i>if applicable</i>) closing date: 30

September 2005				December 2013
Date of actual 1st disbursement: 24 January 2007				
Financing source/instrument (add/delete rows depending on the number of financing sources):	Disbursed amount (amount, UA):	Percentage disbursed (%):	Undisbursed amount (UA):	Percentage undisbursed (%):
Financing source/ instrument1:	9,958,140.50	78.29	2,761,859.50	21.71
Financing source/ instrument2:	10,527,843.38	78.57	2,872,156.62	21.43
Government:	2,900,000-	100	0	0
Other (e.g. co-financiers). <i>Add rows as needed</i>	-	-	-	-
TOTAL	23,385,983.88	80.59	5,634,016.12	19.41
Financing source/instrument (add/delete rows depending on the number of financing sources):	Committed amount (UA):	Percentage committed (%):	Uncommitted amount (UA):	Percentage uncommitted (%):
Financing source/ instrument1:	9,958,140.50	78.29	2,761,859.50	21.71
Financing source/ instrument2:	10,527,843.38	78.57	2,872,156.62	21.43
Government:	2,900,000-	100	0	0
Other (e.g. co-financiers). <i>Add rows as needed</i>	-	-	-	-
TOTAL	23,385,983.88	80.59	5,634,016.12	19.41
Co-financiers and other external partners: N/A				
Executing and implementing agency (ies): Ministry of Roads and Highways, Ghana Highway Authority				

D Management review and comments

Report reviewed by	Name	Date reviewed	Comments
Country Manager	Mrs. Marie-Laure Akin-Olugbade		
Sector Manager	Mr. Jean Kizito Kabanguka		
Regional Director (as chair of Country Team)	Mr. Frank Perrault		
Sector Director	Mr. Amadou Oumarou		

A Relevance

1. Relevance of project development objective

Rating*	Narrative assessment (max 250 words)
4	<p>The Governments of Ghana and Togo realized that in order to reduce poverty, efforts were needed to enhance access to basic social services and infrastructure available to the poor. Consequently, in Ghana, the Government developed a Strategy of Poverty Reduction (GPRS 1, 2003-2005) that laid emphasis on: i) economic growth, ii) integrated rural development, iii) expansion of employment opportunities, and iv) improved access by the rural and urban poor to basic public services such as education, health care and water and sanitation, and family planning services. In Togo, within the scope of its economic recovery and adjustment programme, the Government developed and adopted a Transport Sector Recovery and Rehabilitation Policy, which aimed at restoring the efficiency of the transport sector and raising its contribution to the improvement of the competitiveness of the national economy.</p> <p>The Bank's support to this project is in keeping with the Bank's Vision and Policy on Regional Economic Integration, and Strategies for the two countries (1999-2001 Country Strategy Paper), which put emphasis on regional economic and trade integration.</p> <p>The Akatsi-Dzodze-Noepé Road, which forms part of the ECOWAS supported Trans-West African Highway Network, (Abidjan-Lagos corridor) carries national, regional and international traffic, thereby fostering economic development as well as regional trade and integration. As at the year 2000, the road had deteriorated so much that it imposed serious traveling difficulties, high transport costs and safety problems. The project seeks to improve access to agriculture farm lands and facilitate trade and movement of goods and services</p>

* For all ratings in the PCR use the following scale: 4 (Highly satisfactory), 3 (Satisfactory), 2 (Unsatisfactory), 1 (Highly unsatisfactory)

2. Relevance of project design

Rating*	Narrative assessment (max 250 words)
3	<p>The road was one of the critical international roads that needed immediate attention in order to facilitate regional integration and reduce poverty in the influence areas in the two countries.</p> <p>The project scope, which originally involved two sections, Akatsi-Dzodze-Akanu in the South east of Ghana and the Akanu-Noepé in the South-west of Togo, was finally reduced to cover only the road section in Ghana (Akatsi-Dzodze-Akanu) as well as the Aka river bridge at the border with Togo.</p> <p>The Feasibility Study and Detailed Engineering Design and preparation of Tender Documents for the 31.4 Km Akatsi-Dzodze-Noepé Road project was prepared with assistance from the Danish Trust Fund and completed in August 2001. Due to delays in fulfillment of loan conditions, the design had to be reviewed. The design review and subsequent procurement took longer time than expected May 2006-November 2008. The re-design was due largely to policy changes in relation axle load limit changes as per ECOWAS new regulations and over time increased prices of construction materials. As a consequence, the revised estimated cost of the project was increased by about 51% over the appraisal estimates. In order to implement the project, the project was split into two lots with reduced specification for the wearing course, i.e. from Asphalt Concrete (A/C) to Double Bitumen Surface Treatment (DBST) to allow the funds available to cover Lot 1. Tender documents were prepared accordingly for these two lots to facilitate floating of tenders. Under the supplementary loan the entire road surface was reversed to A/C as per design.</p> <p>Lot 1 : Akatsi- Dzodze Section (25 km) Lot 2 : Dzodze – Akanu Section (5 km)</p>

3. Lessons learned related to relevance

Key issues <i>(max 5, add rows as needed)</i>	Lessons learned	Target audience
1. Presence of National Development strategy Document	The timely availability of the ROSSIP and NCDF followed by the Strategy of Ghana Poverty Reduction I (GPRS 1) allowed the Bank to align the project to the government's development agenda.	Gog, Bank
2. Design and Tender documenting	The long lag (over 2 years in this case) between project design, approval and effectiveness should be avoided in order to preserve the design and financial integrity of the project.	GoG, Bank
3. Right of Way	The clearing of both authorised and unauthorised structures within the Right of Way (ROW) tends to be cumbersome and protracted. GoG should endeavour to enforce its building regulations and promptly assess and pay all due compensations so as to legally secure/acquire the ROW. Such issue if protracted may lead to alignment modifications.	GoG, PCU

B Effectiveness

1. Progress towards the project's development objective (project purpose)

Comments
<p><i>Provide a brief description of the Project (components) and the context in which it was designed and implemented. State the project development objective (usually the project purpose as set out in the RLF) and assess progress. Unanticipated outcomes should also be accounted for, as well as specific reference of gender equality in the project. The consistency of the assumptions that link the different levels of the results chain in the RLF should also be considered. Indicative max length: 400 words.</i></p>
<p>As a follow up to the ROSSIP and NCDF, Ghana's Growth and Poverty Reduction strategy (GPRS I -2003-2005& GPRS II, 2006 - 2009) were prepared and implemented at the time of project implementation. The importance of transport infrastructure was highlighted in GPRS II as an enabler for economic growth and poverty reduction. Government further implemented a Transport Sector Development Programme (TSDP) for the following five years (2008 – 2012) which again aimed at an integrated, efficient cost effective and sustainable transportation system. The goal for this project was to provide an integrated, viable and sustainable transport infrastructure to meet the goals of poverty reduction and ECOWAS regional integration in order to establish a safe, reliable, effective and efficient movement of people and goods.</p>
<p>The Project Objective is to promote regional integration as well as contribute towards the Government's goal of poverty reduction and economic development by reducing travel time and vehicle operating costs (VOCs) , resulting in reduced road user costs for both passengers and freight.</p>
<p>The Initial cost of the project of UA14.13 million was not sufficient for the overall construction due to excessive delays and lags between project design, approval, effectiveness and implementation. The cost of the project had increased to UA 29.03 million and this necessitated the reduction in the scope to match the available funds. The works was broken down into two Lots.</p>
<p>Lot 1: Akatsi-Dzodze was financed under the original loan and Lot 2: Dzodze – Akanu, a bridge over the Aka River and an asphaltic overlay on the Akatsi-Dzodze (Lot 1 section) was financed under a supplementary loan after re-appraisal.</p>
<p>The expected outputs were the preparation of Bidding Documents, Bid Evaluation Report, Contract Documents to be used for the selection of a contractors, the rehabilitation/upgrading of the project road to a two lane asphaltic concrete road of 30km with 7.3 m carriageway including road safety features and two 2 m shoulders from Akatsi- Akanu, plus the construction of a concrete bridge over Aka river at the border. It was also required that Monthly/Quarterly Reports, Final Completion Report and Audit Reports were to be prepared to inform stakeholders of project progress and fiduciary statuses. The project has been satisfactorily completed and handed over..</p>
<p>Some of such Unanticipated outcomes are:</p> <ul style="list-style-type: none"> • The project has benefited women significantly considering the many markets along the road and the many women involved in selling foodstuffs, vegetables, fruits, fish, handicrafts etc. • There is also improved access in terms of vehicle availability, to health centres and educational facilities as well as markets

2. Outcome reporting

Outcome indicators (as per RLF; add more rows as needed)	Baseline value (Year)	Most recent value (A)	End target (B) (expected value at project completion)	Progress towards target (% realized) (A/B)	Narrative assessment (indicative max length: 50 words per outcome)	Core Sector Indicator (Yes/No)
Outcome 1: .Increase Trade between Ghana and other ECOWAS countries	365 (2007)	749	402	105.2	An increase of over 100% has been achieved compared to the target of (US\$402million) at least 10% increase in Trade in 2012. This route can become a preferred choice for hauling cargo from and to Togo, Benin and Nigeria should the Joint Border Post (JBP) arrangement is started. Presently custom officers are operating separately because required logistics are yet to be supplied to the JBP	Yes
Outcome 2: Reduction in Road User Cost	1.39 (2007)	0.62	\$1.11/km	136.5	A reduction in Transport cost of 55% was achieved compared to the targeted \$1.11/km (at least 20%) in 2012. Vehicle owners who use the road confirmed the reduction in vehicle repairs. Cost of such repairs are usually passed on to passengers.	Yes
Outcome 3: Reduction in Travel Time	3hr (2007)	0.58hr	2.4hr	405	Reduction in travel time of at least 20% between 2007 and 2012. In addition accident levels have reduced due to the installation of speed calming measures on the road.	Yes

Outcome 4: increase in traffic	710 (2008)	997	1033	90.4	The current growth rate on the road is about 4.97%. Growth rate in traffic expected on the road from 2007 to 2012 was to be at least 5.5%.	
Outcome 5: Reduction in Poverty due to increase in economic activities	N\A	N\A	N\A	N\A	Traders have mentioned that because of reduced travel times they are able to move goods to several towns within a week. Trading that was abandoned on the road corridor in the past has picked up.	No
Rating* (see IPR methodology)	Narrative assessment					
4	The outcome rating is highly satisfactory. All the outcomes have been achieved. To maintain all these outcomes, project sustainability is key. Maintenance of the road should be actively done by the GoG agency responsible. Controlling of axle load should continue to prevent the road from deteriorating faster than expected. Axle load control checks have increased along the corridor with the introduction of a mobile axle load checking vans					

3. Output reporting

Output indicators (as specified in the RLF; add more rows as needed)	Most recent value (A)	End target (B) (expected value at project completion)	Progress towards target (% realized) (A/B)	Narrative assessment (indicative max length: 50 words per output)	Core Sector Indicator (Yes/No)
Output 1: Two lane asphaltic concrete road of 30km with 7.3 m carriageway and two 2m shoulders from Akatsi- Akanu, concrete bridge over Aka river and Road safety features	30	30	100	The road, which was initially designed as a surfaced dressed road, has now been strengthened as an asphaltic concrete pavement with laybys and safety features. The road was widened from its original width and has major culverts and drainage crossing to prevent flooding. This road leads to the JBP at Noepe (between Ghana and Togo)	Yes
Output 2: Monthly/Quarterly Reports, Payment Certificates, Final Completion Report Audit Reports	N\A	N\A	N\A	During the project duration, progress reports were consistently prepared both monthly and quarterly with a completion report submitted at the end of the project. Contents of reports captured realities on the ground and informed all stakeholders of progress, issues and required action to enhance the benefits of the project on the communities and the country	No
Output 3: 100% Loan Disbursement	78.43	100	78.43	Although 100% disbursement was not attained, all payments were completed at the end of the project. There are no outstanding payments due. The savings stems from the fact that the surfacing of the carriageway with DBST on Lot 1 was replaced with asphalt concrete.	Yes
Rating* (see IPR methodology)	Narrative assessment				
4	The Rating is Highly Satisfactory. All outputs have been met.				

4. Development Objective (DO) rating

DO rating (derived from updated IPR)*	Narrative assessment (indicative max length: 250 words)
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4	<p>The following Outcomes have been achieved:</p> <ol style="list-style-type: none"> 1. Increase Trade between Ghana and other ECOWAS countries 2. Reduction in road user cost 3. Reduction in Travel time 4. Reduction in Poverty due to increase economic activities <p>With the exception of 5.5% traffic growth rate expected between 2007 to 2012 for which 4.4.97% was attained, all other outcomes and outputs have been highly satisfactory. Some unanticipated outcomes (i.e. women benefiting from the numerous markets along the road and they being involved in selling foodstuffs, vegetables, fruits, fish, handicrafts etc. and the improved access in terms of vehicle availability, to health centres and educational facilities as well as markets) have also been achieved. The outputs delivered meet standards acceptable to both the Bank and GoG</p>
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5. Beneficiaries (add rows as needed)

Actual (A)	Planned (B)	Progress towards target (% realized) (A/B)	% of women	Category (e.g. farmers, students)
Road Users (Transport operators, travellers, Importers, pedestrians)	Road Users (Transport operators, travellers, pedestrians)	100	60%	Students, vehicle operators, traders, importers
Agriculture, trade and processing industries	Agriculture, trade and processing industries	100	60%	Farmers, Traders

6. Unanticipated or additional outcomes (add rows as needed)

Description	Type (e.g. gender, climate change, social, other)	Positive or negative	Impact on project (High, Medium, Low)
1. The project has benefited women significantly considering the many markets along the road and the many women involved in selling foodstuffs, vegetables, fruits, fish, handicrafts etc.	Gender	Positive	High
2. There is also improved access in terms of vehicle availability, to health centres and educational facilities as well as markets.	Social	Positive	High

7. Lessons learned related to effectiveness (add rows as needed)

Key issues (max 5, add rows as needed)	Lessons learned	Target audience
1. Inadequate funds for routine and periodic maintenance	The need to make sure that funds for maintenance are used for that purpose.	GoG, MRH
2. Strict adherence to axle load control along the road	The implementation of the ECOWAS Supplementary Act on axle load based on new guidelines issued to weighbridge station operators has commenced. It is imperative that the strict control of axle load is maintained on the road corridor.	ECOWAS and other nationals

1. Timeliness

Planned project duration – years (A) (as per PAR)	Actual implementation time – years (B) (from effectiveness for 1st disb.)	Ratio of planned and actual implementation time (A/B)	Rating*
3.75 07 2003-03 2007	7.29 08 2005 - 12 2012	0.51	2

Narrative assessment (indicative max length: 250 words)

The long delay prior to and during implementation was the main cause of project time overruns. The non-fulfilment of the Conditions for First Disbursement under the loan agreement was the main reason for the delay on this project. The issues had to do with the axle load policy and “road arrears”. The axle load policy was resolved earlier. However, the road arrears prolonged because of outstanding payment to one contractor, Messrs Interbeton. A third party had taken Messrs Interbeton to court and Government could therefore not make any payment to the contractor. This issue dragged on for a long time until the matter was resolved by the court. The outstanding arrears were paid in July 2005 and the declaration of fulfilment of Conditions Precedent to First Disbursement was issued in a letter dated 18th August 2006 (close to 4 years after loan approval). Issues such as counterpart funding, compensation of Project Affected People (PAP) and relocation of utilities in the ROW compounded the delays during implementation. These undermined the financial and design integrity of the project and threatened the achievement of project objectives. Smaller issues such as contractor’s poor planning, force majeure (unexpected change in weather/climate patterns) and poor supervision also contributed (although not significantly) to implementation delays.

2. Resource use efficiency

Median % physical implementation of RLF outputs financed by all financiers (A) (see II.B.3)	Commitment rate (%) (B) (See table 1.C – Total commitment rate of all financiers)	Ratio of the median percentage physical implementation and commitment rate (A/B)	Rating*
100	80.59	1.24	4

Narrative assessment (indicative max length: 250 words)

The project largely delivered the outputs expected within the available budget

3. Cost benefit analysis

Economic Rate of Return (at appraisal)	Updated Economic Rate of Return (at completion)	Rating*
18%	15.7%	3

Narrative assessment (indicative max length: 250 words)

Upon the completion of the project, a costs and benefits analysis of the project, estimated over the 20-year economic life yielded an Economic Internal Rate of Return (EIRR) of 15.7%. The lower EIRR is due to the higher cost per Kilometre of the project as a result of revised pavement structure to take care of the new ECOWAS axle load protocol and increased project cost due to construction materials cost increases.

During re-appraisal, the condition for the eligibility of the project was for the EIRR to be greater than the prevailing opportunity cost of capital from commercial banks in Ghana. The EIRR at re-appraisal was 18%, which was more than the 15% opportunity cost of capital in Ghana. The project was still therefore determined economically feasible, at completion.

4. Implementation Progress (IP)

IP Rating (derived from updated IPR) *	Narrative comments (commenting specifically on those IP items that were rated Unsatisfactory or Highly Unsatisfactory, as per last IPR). (indicative max length: 500 words)
2.21	Although the IP rated the project unsatisfactory, This was due to delays in the payment of compensation and inadequate bitumen for the works since the contractor sourced its bitumen from Cote d'Ivoire which was then in crisis. The contractor refused to source from other places due to possible increase in cost. It must however be noted that none of the project objectives were jeopardised. Almost all of them were achieved. This score however arises as a result of the significant delays and cost overruns encountered on the project leading to the request by the Borrower and approval of a supplementary loan by the Bank. Delays between effectiveness and implementation contributed immensely to the time overruns on the project.

5. Lessons learned related to efficiency

Key issues (max 5, add rows as needed)	Lessons learned	Target audience
1. Start-up delays – Implementation readiness	Project approval process at cabinet and parliamentary levels takes a long time. This process should be initiated right after the loan negotiations in order to save time.	GoG
2. Loan Conditions	Fulfilment of loan conditionalities is a difficult task to achieve especially when the conditions are linked to sector policy. This type of conditions shall be excluded from the loan conditions but rather advanced through development policy or sector reform loans. Conditions should be also discussed with GoG as early as during appraisal	GoG, AfDB
3. Data collection, analysis, documentation and reporting as part of M&E	There should be improved routine data collection for road safety and traffic data to enhance evidence based analysis during design of road projects.	GoG, GHA, PCU
4. Disbursement	Processing of contractors' invoices by GoG is a long and slow process that impacts negatively on both contractor liquidity and disbursement from Financiers.	GoG, GHA, PCU
5. Counterpart Funding	Delays in payment of counterpart funds caused significant delays on the project implementation. Access to the ROW is usually delayed due to late payment of compensation of PAPs.	GoG

D Sustainability

1. Financial sustainability

Rating*	Narrative assessment (indicative max length: 250 words)
2	The Road Fund, under the Ministry of Roads and Highways, is the main funding source for road maintenance in Ghana. The main contributors to the Road Fund is fuel levy (currently about 70%), road and bridge tolls, vehicle licensing and International transit fees (about 30%). Though fuel levy and the others fees were adjusted in 2014 (fuel levy which was 0.023/ltr in 2003 is now GHS0.073/ltr), government has not been able to match up to the pledge in 2001 contained in the Policy Letter to the International Development Agency for the implementation of HSIP to increase fuel levy by US\$0.01 annually till it reaches the equivalent of US\$ 0.095 million in 2009. The current rate has however been eroded (about US\$0.019/ltr) by the depreciation in the currency (GHS). The present level of the main contributor to the Road Fund suggests that adequate funds may not be available for road maintenance. The GHA received an average of US\$36 million annually from the Road Fund for the period 2012-2014. This is under 50% of maintenance needs; woefully inadequate.. GoG must therefore overcome the inertia in the adjustment of the fuel levy and other fees to reflect prevailing conditions, thereby increasing funds flow to the Road Fund. Additional sources of revenue, such as a portion of vehicle insurance premiums, should also be explored as inflows to the Fund and government is also currently engaging private entities to source for private capital and private sector participation in the development, management and maintenance of road infrastructure. There should also be a conscious effort to effectively maintain roads that are tolled so that road users would have no reservations in paying the tolls.

2. Institutional sustainability and strengthening of capacities

Rating*	Narrative assessment (indicative max length: 250 words)
3	<p>The establishment of a dedicated Project Coordinating Unit (PCU) within Ghana Highways Authority (GHA) for the four ongoing Bank financed trunk road projects, minimised disbursement and project implementation challenges. The technical assistance provided by an individual engineering consultant to the PCU ensured an orderly execution and management of the project. More Technical staff of GHA should be trained in the Bank's guidelines for procurement, disbursement, and contract management procedures so that future projects would be effectively supervised/monitored by the agency's staff.</p> <p>The directive and clearance from the GoG for the PCU to directly process interim payment certificates (IPC) so that IPCs no longer went through the bureaucracy at the Regional Co-ordinating Councils and Ghana Highway Authority Head Office, greatly reduced delays associated with IPC processing and payment. IPC processing previously lasted for four (4) months, but this was reduced considerably mostly within three weeks following a memorandum issued by the Minister of Finance. Speedy IPC processing and payments reduces liquidity constraints on the contractor, and translate into increased pace of works execution.</p> <p>The country systems may be sufficient to continue the flow of benefits associated with the project should adequate funds be made available. This will ensure more resources are allocated for maintenance and the enforcement of axle load control and that trade facilitation between borders and the harmonised single window customs operations are pursued.</p>

3. Ownership and sustainability of partnerships

Rating*	Narrative assessment (indicative max length: 250 words)
4	<p>There is a high sense of ownership from all stakeholders. From government to implementation agency to road users, the project has been effective in involving all the relevant stakeholders. The project has also enabled a strong sense of ownership amongst all beneficiaries and forged effective partnerships to ensure the continued maintenance and management of project outputs. Throughout project the implementation, involvement of local government authorities, community, road maintenance focal persons, representatives of local communities have been encouraged to make sure that all issues were addressed from the start to the end of the project.</p>

4. Environmental and social sustainability

Rating*	Narrative assessment (indicative max length: 250 words)
4	<p>An Environmental Impact Assessment was carried out on the project road and some of the potential negative impacts that needed to be addressed were: dust and noise pollution as a result of vehicular movements during construction; non-point run-off and pollution of nearby water courses; slope failure; siltation of nearby water courses; accidents and deaths as a result of the lack of pedestrian walk-ways and other safety features; and temporary disruption of utility services. Most of the negative environmental impacts were mitigated during and after project implementation. Implementation was successful. Implementation was timely and satisfactory. There was adequate governmental and institutional capacity to ensure the environmental and social sustainability of the project. The project had positive socio-economic impacts and improved conditions of people living in the zone of influence.</p>

5. Lessons learned related to sustainability

Key issues (max 5, add rows as needed)	Lessons learned	Target audience
1. Government Counterpart Funds	This should be available on regular basis to avoid delays due to cash flow issues on project. In order to secure Governments counterpart funding to the projects it was recommend that there should be an opening of a special account to deposit government's contributions to the project.	GoG
2. Adequate Maintenance	Road project's sustainability depend largely on its level of maintenance. As the country's road network is expanding government should take steps to increase road fund annual revenues so that maintenance requirements can be met	GoG, GHA
3. Axle Load Control Measures	The sustainability of the roads will also depend on the implementation of the axle load control measure. GoG	ECOWAS, GoG, GHA

	has started the intensive control of axle loads on the road corridor but this needs to be synchronised with other controls in the sub region. With the adoption of a common axle load limits for pavement design in the sub region enforcement is key to making sure these axle loads are respected.	
4. Price Escalation	Price escalations during implementation can be a great risk. Adequate price contingencies should help minimise this risk. Cost estimates of projects should also reflect the current rates and economic conditions	GHA, PCU

III Performance of stakeholders

1. Bank performance

Rating*	Narrative assessment by the Borrower on the Bank's performance, as well as any other aspects of the project (both quantitative and qualitative). See guidance note on issues to cover. (indicative max length: 250 words)
3	<p>The performance of the Bank was satisfactory in overall project implementation. Initially the project suffered due to the relocation of the Bank from Abidjan to Tunis. Responses to approval requests were slow but there was significant improvement when the Ghana Field Office (GhFO) was established in Accra. In general terms, there were no significant deficiencies after the GhFO was established in the following areas of operations;</p> <p>i) The Bank performed satisfactorily in the prevention and resolution of project Problems:</p> <p>ii) The Bank was quick in their responses and approvals to correspondence. This is largely attributed to the availability of Bank staff at the Ghana Field Office to attend to issues.</p> <p>iii) The Bank was able to effect prompt payment (within 2 weeks) at most times to contractor and consultant due to the existence of the Ghana Field Office</p> <p>iv) The Bank performed creditably well by providing procurement, fiduciary and disbursement workshops and seminars that were organised for borrower staff.</p>
<p>Comments to be inserted by the Bank on its own performance (both quantitative and qualitative). See guidance note on issues to cover. (indicative max length: 250 words)</p> <p>The project design was adequate to achieve the project objectives. Design review prior to implementation enabled the project to be presented with the best technical solutions for implementation. These objectives that have been achieved through this project were relevant to the Ghana's developmental priorities as outlined in the Ghana CSP (1999-2001). The Bank complied with all the agreements that were signed under the project and proactively facilitated the successful completion of the project by identifying problems that could hinder progress and resolving them in a timely manner. Frequent Bank supervision missions made recommendations and put in place action plans that improved project implementation and consequently curtailed further delays and cost overruns on the project.</p>	

Key issues (related to Bank performance, max 5, add rows as needed)	Lessons learned
1. Procurement and Disbursement Issues – Bank providing knowledge to the executing agencies	Issues related to procurement and disbursement are primarily due to the lack of knowledge of the implementation agencies on procurement rules especially Bank procurement rules. Although in the past, some form of training has been conducted for PCU members this should be a continuous activity.
2. Adherence to project implementation timelines	Stringent measures must be taken to make sure project adheres to implementation timelines. Delays are a great source of budget overruns and poor delivery of work.
3. Design reviews and scope changes	Design reviews and scope changes lead to budget overruns. Projects should be thoroughly reviewed and designs prepared before implementation to avoid any changes during implementation that may lead to further delays and additional costs.

2. Borrower performance

Rating*	Narrative assessment on the Borrower performance to be inserted by the Bank (both quantitative and qualitative, depending on available information). See guidance note. (indicative max length: 250 words)	
3	The performance of the implementing agency in ensuring quality preparation and implementation was satisfactory. Unfortunately, a lot of time is taken to procure services and goods by the Agency. Long procurement processes and line of approvals contributed to delays on the project. Monitoring and Evaluation of the project were satisfactory; the project coordinating unit kept good track of activities, and within schedule. Supervision recommendations and action plans were followed, and advice was sought when issues needed to be clarified. There is however the need to improve routine data collection for road safety and traffic data to enhance evidence based analysis during design of road projects” as part of M&E. Approvals from the Bank were sought for any work plan modification, procurement, changes or site relocation. The Borrower ensure that all stakeholders were involved in implementation hence getting everyone’s opinion on board the project. In conclusion, although there were a few start up issues gradually over the project period the project implementation unit performed satisfactorily. There was close contact between the project and the Bank, if there were issues, the Bank was consulted for suggestions. Deadlines were respected and kept.	
Key issues (related to Borrower performance, max 5, add rows as needed)	Lessons learned	
1. Delay in submission of Progress Report	Progress reports were either not delivered to the Bank or were delayed. This necessitated the Bank requiring the Consultants on the project to send copies directly to the Bank.	
2. Delays in Processing IPC	Previously, it took almost 40 signatures and a duration of 4 months to process payment certificates. Delays in IPC were cut considerably with the Cabinet Memorandum that was instigated by the Bank. From almost 4months IPC were required to be processed within 21days (3 weeks)	

3. Performance of other stakeholders

Rating*	Narrative assessment on the performance of other stakeholders, including co-financiers, contractors and service providers. See guidance note on issues to cover. (indicative max length: 250 words)		
4	The consultant discharged his duties satisfactorily. From design stage to supervision, the Consultant exhibited knowledge of the project objectives and how they would be achieved. The consultant also ensured approval was sought on any major changes in design, time and management of the project. Supervision of contractors was effectively done and issues arising out of the project were promptly brought to the attention of stakeholders. However, progress reporting was delayed on numerous occasions. Reports were either not submitted to the Bank or were submitted late. Though the contractor’s duties were executed satisfactorily and additionally, he made efforts to complete the project in a timely manner.		
Key issues (related to performance of other stakeholders, max 5, add rows as needed)	Lessons learned (max 5)	Target audience (for lessons learned)	
1. Low Rates for quantities	Tender evaluation should aim not necessarily at arriving at low cost tenders but should also consider the reasonableness of the tenders. Unreasonably low cost pricing usually results in unbalanced contracts	GoG, GHA, PCU	

	thereby constraining contractor's ability to deliver on contracts. Additionally source of material (imports i.e. bitumen) are to be critically scrutinised since this may also cause delays.	
2. Quality of Personnel	Although proof is usually submitted for the personnel on projects but on some occasions, the personnel do not have the requisite skills needed to execute/supervise a project. Project personnel used for tendering are most often changed during implementation process and there is a lag between recruitment of replacement personnel. These are also sources of delay on the project. Client must insist on the original personnel used in tendering during implementation and also interview key personnel to ascertain their competence.	GHA, PCU, Consultant
3. Work quality	Consistent effective supervision is key for a successful project implementation. When quality standards are achieved, the project is able to attain its objectives. Proper planning saves cost and time with benefits to the end users.	GHA, PCU, Consultant, Contractor

IV Summary of key lessons learned and recommendations

1. Key lessons learned

Key issues (max 5, add rows as needed)	Key lessons learned	Target audience
1. Project alignment with key priorities of country development agenda	This project is in line with the country's priorities as a developing country with large infrastructure needs and as outlined in the Ghana Poverty Reduction Strategy I (GPRSI), Ghana Shared Growth, and Development Agenda (GSGDA). With this project, the Bank has lent its support to government's efforts aimed at improving infrastructure and integration to regional markets.	Bank, GoG
2. Donor Coordination in Transport Sector	Most of the donor partners in the transport sector face similar issues that confronted this project. The transport sector-working group allowed the Bank to share its experiences on this project and learnt from best practices on other donor funded transport projects.	Bank
3. Dialogue and reporting	Improved dialogue is key to successful project implementation. Constant meetings with stakeholders enabled issues to be resolved quickly without it having a negative impact on the project.	Bank, GoG
4. Start-up delays	Project approval processes at cabinet and parliamentary levels are lengthy. GOG internal approval process for loan signature and entry into force should be initiated right after negotiations. This would enable the GOG signature and entry into force to take place soon after Bank's Board approval	GoG
5 Loan conditions and loan effectiveness	Fulfilment of loan conditionalities linked to sector policy. Contributed to the delay experienced under the project by over 5 years. Conditionalities linked to sector policy should be excluded and rather advanced through development policy or sector reform loans. Conditions should also be discussed with GoG as early as during appraisal.	GoG

2. Key recommendations (with particular emphasis on ensuring sustainability of project benefits)

Key issue (max 10, add rows as needed)	Key recommendation	Responsible	Deadline
1. Transport Sector Working group	Continue and improve lead of the Transport Sector Working group. Regular meetings and dialogue to improve policies in the transport sector	Bank	Continued
2. Project Coordinating Unit	The continued used of the PCU for Bank financed project is recommended. Having the PCU has helped improve project implementation and achieving project objectives.	GoG, Bank	Continued
3. Maintenance and Sustainability	As the country's road network is expanding, GoG should take steps to raise road fund annual revenues so that maintenance requirements can be met. Implementing agency should make sure that adequate budgets are allocated for maintenance of road.	GoG, GHA, MRH	Continued
4. Axle Load control	Although GoG has started the intensive control of axle loads on the road corridor, this needs to be synchronised with other controls in the sub region. With the adoption of a common axle load limits for pavement design in the sub region enforcement is key to making sure these axle load limits are respected.	GoG	Continued
5. Institutional Capacity	Building of Capacity for the MDAs in the transport sector in Bank's Fiduciary processes is necessary. This will lead to improved project implementation and achievement of project objectives	GoG, Bank	Continued

V Overall PCR rating

Dimensions and criteria	Rating*
DIMENSION A: RELEVANCE	3.50
Relevance of project development objective (II.A.1)	4
Relevance of project design (II.A.2)	3
DIMENSION B: EFFECTIVENESS	4.0
Development Objective (DO) (II.B.4)	4
DIMENSION C: EFFICIENCY	2.80
Timeliness (II.C.1)	2
Resource use efficiency (II.C.2)	4
Cost-benefit analysis (II.C.3)	3
Implementation Progress (IP) (II.C.4)	2.21
DIMENSION D: SUSTAINABILITY	3.25
Financial sustainability (II.D.1)	2
Institutional sustainability and strengthening of capacities (II.D.2)	3
Ownership and sustainability of partnerships (II.D.3)	4
Environmental and social sustainability (II.D.4)	4
AVERAGE OF THE DIMENSION RATINGS	3.39
OVERALL PROJECT COMPLETION RATING	S

VI Acronyms and abbreviations

Acronym (add rows as needed)	Full name
ADB	<i>African Development Bank</i>
ADF	<i>African Development Fund</i>
DBST	<i>Double Bituminous Surface Treatment</i>
GHA	<i>Ghana Highway Authority</i>
GHS	<i>Ghana Cedis</i>
GoG	<i>Government of Ghana</i>
GSGDA	<i>Ghana Shared Growth Development Agenda</i>
GPRS II	<i>Ghana Poverty Reduction Strategy II</i>
JBP	Joint Border Post
MDA	<i>Ministries, Departments and Agencies</i>
MRH	<i>Ministry of Roads and Highways</i>
PAP	<i>Project Affected People</i>
PCU	<i>Project Coordinating Unit</i>
TSIP	<i>Transport Sector Investment Programme</i>
EIA	<i>Environmental Impact Assessment</i>

