



1. Project Data:		Date Posted : 08/15/2002	
PROJ ID: P056595		Appraisal	Actual
Project Name: Emergency Infrass.rehab	Project Costs (US\$M)	40.00	35.49
Country: Kenya	Loan/Credit (US\$M)	40.00	35.49
Sector(s): Board: UD - Roads and highways (63%), General water sanitation and flood protection sec (20%), Health (12%), Irrigation and drainage (5%)	Cofinancing (US\$M)	0.00	0.00
L/C Number: C3120			
	Board Approval (FY)		99
Partners involved :	Closing Date	12/31/2000	12/31/2001
Prepared by :	Reviewed by :	Group Manager :	Group:
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2. Project Objectives and Components

a. Objectives

Original Objectives: In support of the Government's ongoing efforts to mitigate the serious effects of flooding attributed to the El Nino phenomenon, the project aims to:

- (i) minimize life threatening conditions in 23 impacted districts of Kenya and the Province of Nairobi by restoring as much of the previously existing potable water supply and health facilities as possible;
- (ii) facilitate reprise of economic activity through the restoration of key routes into cut off areas;
- (iii) try, within the means available, to save a few economic assets in danger of total collapse (e.g. bridges); and
- (iv) demonstrate streamlined procurement and other managerial techniques which could be more broadly applied within the GOK administration.

Revised Objectives: After Board approval, the project objectives were revised to include 12 additional districts. This was accepted by IDA management on the grounds that it was only a geographical change.

The project aims to:

- (i) minimize life threatening conditions in 35 impacted districts of Kenya and the Province of Nairobi by restoring potable water supply and health facilities;
- (ii) facilitate improved economic activity through the restoration of key routes badly damaged during the El Nino floods and weather events; and
- (iii) demonstrate streamlined procurement and other managerial techniques which could be more broadly applied within the Government administration.

b. Components

Original Components:

- (i) Emergency Rehabilitation of Infrastructure:

- Civil works and goods contracts for (i) rural roads and bridges, (ii) water supply, (iii) health facilities.

- (ii) Institutional Support:

- Engineering consulting services for design and construction supervision
- Audit consulting services for financial and technical audits.
- Monitoring and evaluation.
- Operating costs for the Project Management Unit - individuals recruited from the private sector to staff the PMU.

Revision: In October 2001, the Project Management Unit (PMU) requested that an additional US\$ 1.2 million of uncommitted IDA Credit funds be permitted to be utilized for the execution of 15 additional contracts. (6 water supply, 9 health facilities)

c. Comments on Project Cost, Financing and Dates

The Credit of US\$40.0 million represents 100 percent of project costs. As a result of the erosion of the US Dollar against the SDR over the 3 years of project implementation there was a reduction of financing available for contracts of roughly US\$2 million. The urban roads component was funded out of the reallocation of Credit proceeds under the then ongoing Urban Transport Infrastructure Project (CR 2811-KE). There was a seven month delay from approval to

Implementation in this "emergency project" because of GOK attempts to alter the qualifications required for the position of Project Manager following the dismissal of the first Project Manager . AfDB and AFD financed parallel projects. However, in a region where most projects take an average of 6-7 years to be completed, the subsequent rapid completion of this complex and time-compressed project is commendable .

3. Achievement of Relevant Objectives:

The revised project objectives were partially met . The third objective, to streamline procurement and managerial techniques, was achieved, with a notable 50 percent reduction in time between advertisement of a position and mobilization of a contractor .

4. Significant Outcomes/Impacts:

The use of a private auditing firm played a pivotal role in ensuring quality in a time -pressed emergency atmosphere with the streamlined procurement and payment procedures and was strongly supported by the Borrower . The outlay of one percent of the value of the infrastructure investments for audits increased quality and resulted in the timely preparation of the annual financial statements and audit reports . And, the audit firm was better placed than the PMU to perform many of the M&E functions .

5. Significant Shortcomings (including non-compliance with safeguard policies):

- The wording of the first objective is problematic . It reads: *Minimize life threatening conditions* in 35 impacted districts of Kenya and the Province of Nairobi by restoring potable water supply and health facilities (emphasis added). Bank projects are not intended to serve the same purpose as emergency relief efforts, thus, the phrase "minimize life threatening conditions" is misleading. Additionally, the worst of the public health and food security crisis was over before the first Bank mission arrived . (According to the Project Information Document, the crisis was over by January 1998. The first Bank mission took place in February 1998)
- The success of the second revised objective --facilitate *improved economic activity* through the restoration of key routes badly damaged during the el Nino floods and weather events --was measured by the number of contracts awarded to restore roads and not by any measure of improved economic activity .
- The MOP notes that the provision of the physical infrastructure with an emphasis on road drainage will address the possible recurrence of emergency situations, but the project lacks a *mechanism* for helping the GOK learn to deal with future disaster management needs, and to support the development of a prevention and mitigation strategy.

6. Ratings :	ICR	OED Review	Reason for Disagreement /Comments
Outcome :	Satisfactory	Satisfactory	
Institutional Dev .:	Modest	Modest	
Sustainability :	Likely	Likely	
Bank Performance :	Satisfactory	Satisfactory	
Borrower Perf .:	Satisfactory	Satisfactory	
Quality of ICR :		Satisfactory	

NOTE: ICR rating values flagged with '*' don't comply with OP/BP 13.55, but are listed for completeness.

7. Lessons of Broad Applicability:

- Streamline the procurement and payment process . Combine the streamlined process with regular, rigorous audits performed by a private audit firm for quality control .
- To improve the performance of the PMU, a sometimes problematic, but necessary setup, a clear chain of command, and adequate communication channels must be delineated in advance .
- PMUs need sufficient technical staff to verify and check submissions /estimates in order to avoid changes in project scopes and to minimize project variations .
- Given the highly positive results of employing audit firms for quality control, these firms could take up a larger role in M&E.

8. Assessment Recommended? ☒ Yes ☐ No

Why? This project will provide a good case study for the forthcoming OED review of post -disaster assistance.

9. Comments on Quality of ICR:

The quality of the ICR is satisfactory . It was quite detailed and contained much helpful information on the flow and logic of the events .