

Mauritania: Ferries and Landing Piers Rosso

Ex-post evaluation

OECD sector	21040 / Water traffic	
BMZ project number	1) 1972 65937 2 a) Rehabilitation 1989 65 378 2 b) Complementary measure 1989 70 147	
Project-executing agency	Société des Bacs de Rosso (SBR)	
Consultant	Construction consultant: Hydroplan/individual experts Complementary measures: individual experts	
Year of evaluation	2002	
	Project appraisal	Ex-post evaluation
Start of implementation	Q 2 1973	Q 4 1993
Period of implementation	Project 1: 20 months, project 2 a: 12 months, project 2 b: 24 months	86 months, 32 months, 24 months
Investment costs	EUR 4.7 million	EUR 4.62 million
Counterpart contribution	---	---
Financing, of which FC funds	EUR 4.7 million	EUR 4.62 million
Other institutions/donors involved	None	None
Performance rating	3	
• Significance / relevance	2	
• Effectiveness	3	
• Efficiency	3	

Brief Description, Overall Objective and Project Purposes with Indicators

In order to guarantee regular and safe ferry service between Mauritania and Senegal over the Senegal River, funds were provided for the acquisition of a river ferry, the construction of two landing piers and one maintenance workshop as well as the supply of workshop equipment and spare parts (project 1). The ferry took up operation in 1975. In 1981 a similar ferry financed via a commodity aid loan began operating. The two ferries, the landing piers on both sides of the river and the ship slipway in Rosso were rehabilitated in the 1990s (project 2). The rehabilitation work was carried out as force-account works and included a German expert in ship construction. Apart from the rehabilitation measures project 2 involved the intermittent assignment of a technical assignment for a follow-up support stage as a complementary measure over a period of two years.

The project purpose was to maintain the ferry service over the Senegal River at Rosso and to make it more efficient.

The overall objective was to contribute to improving the supply of the Mauritanian population with goods that meet their daily needs.

The following indicators were defined during the project appraisals to measure the achievement of the goals:

- a) Project purpose: the number of days on which the ferries can operate; target requirement: at least one ferry should be ready to operate at all times.
- b) Overall objective: the number of people and vehicles carried by the ferry each year; target requirement: the estimated transport volume of 1989 (30-40 vehicles daily, 50% of which heavy-load vehicles) should be maintained.

Major Deviations from the original Project Planning and their main Causes

There were no major deviations with regard to the project measures and their implementation. The planned periods of implementation of the projects were all extended considerably, due primarily to extremely long administrative processes at the project-executing agency.

Since the personnel could not be sufficiently convinced of the necessity of preventive maintenance and of adherence to fixed work programmes during the complementary project measure, the measure was extended further for certain tasks in the form of short-term expert assignments. The eight expert assignments between June 1998 and March 2001 lasted about one month each. The technical expert gave the local technical personnel instructions in the organization and work processes of the workshop, the disposition and acquisition of materials, administration of the storage area and in purchasing spare parts. Two ship captains were trained. The programme covering the commercial expert involved improving the accounting, the preparation and introduction of a differentiated tariff structure that covers costs, ticket selling procedures, controlling and settling the revenues and consulting concerning the introduction of performance-based salaries to enhance motivation on the part of the staff. This measure was financed by the Study and Expert Fund II.

Key Results of the Impact Analysis and Performance Rating

The capacities created by the project are used effectively as intended and to the expected extent. Measured according to the level of aspiration of the target indicators, the overall objective and the project purpose were achieved in full. There have not been any more interruptions in the ferry service for operational reasons in the past ten years. The number of passengers carried by the ferries is on the rise. Under the conditions currently prevailing in Mauritania and at SBR it is likely that the ferries and ancillary facilities can continue to be operated and maintained properly in the coming years. One of the two ferries is always available for regular, reliable ferry service. There are sufficient capacity reserves available to cover another possible rise in traffic volume (partial evaluation effectiveness: rating 3).

The ferry service at Rosso has a clear, broad-scale developmental effect with regard to the production, trade and transport in the city of Rosso and the surrounding area in both Mauritania and Senegal. Additionally, this ferry service that functions reliably and serves as the sole rapid and practical connection to the important neighboring country and trading partner Senegal has extraordinarily high developmental significance for the country of Mauritania as a whole (partial evaluation relevance and significance: rating 2).

Theoretically SBR is be in a position to achieve full cost coverage. It is not yet certain, however, whether all measures necessary to accomplish this – some of which are beyond its sphere of

influence – can actually be implemented. The worst case – in the project appraisal this was presumed to be the best case for the development of the operator company - would be that SBR can cover all operating costs and generate sufficient liquidity to satisfy its ongoing obligations. Implementing the measures would also enable the write-offs to be covered via the revenues and provisions for reinvestments to be created. In any case the project-executing agency is in the position to carry on with the operations on its own, generating positive results over an acceptable economic life expectancy.

After weighing the above mentioned key criteria for the development-policy evaluation of project success, we classify the project overall as having an adequate degree of effectiveness (rating 3).

General Conclusions applicable to all Projects

For similar projects, above all personnel policy and tariffs should already be taken into account during the planning, and necessary changes should be brought about via corresponding requirements, implementing provisions or prerequisites for disbursement. The tariffs for ferry projects should be differentiated and calculated and then determined according to the operating expenses and to the weight of the vehicles. If necessary, weighing equipment should be provided for in order to avoid overloading, as was the case in the past with the ferry in Rosso. The conclusion of appropriate insurance policies should be mandatory.

Legend

Developmentally successful: Ratings 1 to 3

Rating 1 Very high or high degree of developmental effectiveness

Rating 2 Satisfactory degree of developmental effectiveness

Rating 3 Overall adequate degree of developmental effectiveness

Developmental failures: Ratings 4 to 6

Rating 4 Overall inadequate degree of developmental effectiveness

Rating 5 Clearly insufficient degree of developmental effectiveness

Rating 6 The project is a total failure

Criteria for the Evaluation of Project Success

The evaluation of a project's "developmental effectiveness" and its classification during the final evaluation into one of the various levels of success described below in more detail concentrate on the following fundamental questions:

- **Are the project objectives reached to a sufficient degree (aspect of project effectiveness)?**
- **Does the project generate sufficient significant developmental effects (project relevance and significance measured by the achievement of the overall development-policy objective defined beforehand and its effects in political, institutional, socio-economic and socio-cultural as well as ecological terms)?**
- **Are the funds/expenses that were and are being employed/incurred to reach the objectives appropriate and how can the project's microeconomic and macroeconomic impact be measured (aspect of efficiency of the project concept)?**
- **To the extent that undesired (side) effects occur, are these tolerable?**

We do not treat **sustainability**, a key aspect to consider for project evaluation, as a separate category of evaluation but instead as a cross-cutting element of all four fundamental questions on project success. A project is sustainable if the project-executing agency and/or the target group is able to continue to use the project facilities that have been built for a period of time that is, overall, adequate in economic terms or to carry on with the project activities on its own and generate positive results after the financial, organizational and/or technical support has come to an end.