Project Information Document (PID)

Concept Stage | Date Prepared/Updated: 26-May-2021 | Report No: PIDC31627

BASIC INFORMATION

A. Basic Project Data

Country	Project ID	Parent Project ID (if any)	Project Name
Senegal	P176419		Enhancing Connectivity in the Northern and Central Agricultural Production Areas of Senegal (P176419)
Region	**Estimated Appraisal Date**	**Estimated Board Date**	**Practice Area (Lead)**
AFRICA WEST	Feb 16, 2022	Mar 31, 2022	Transport
Financing Instrument	**Borrower(s)**	**Implementing Agency**	
Investment Project Financing	Ministry of Finance and Budget	AGEROUTE	

Proposed Development Objective(s)

The Project Development Objective (PDO) is to enhance transport connectivity in selected agricultural areas of Senegal and improve the safety and resilience of the country's road sector.

PROJECT FINANCING DATA (US$, Millions)

SUMMARY

Total Project Cost	200.00
Total Financing	200.00
of which IBRD/IDA	185.00
Financing Gap	0.00

DETAILS

World Bank Group Financing

International Development Association (IDA)	185.00
IDA Credit	185.00

Non-World Bank Group Financing

Counterpart Funding	15.00

National Government	15.00

Environmental and Social Risk Classification	Concept Review Decision
Substantial	Track II-The review did authorize the preparation to continue

Other Decision (as needed)

B. Introduction and Context

Country Context

1. **Located on the Atlantic Ocean at the westernmost point of Africa and the Sahel, Senegal is one of West Africa's key economic hubs**. The country shares borders with Guinea, Guinea Bissau, Mali, Mauritania, and The Gambia. It covers a land area of almost 197,000 square kilometers and has a population of around 15.7 million, about a quarter of which is concentrated in Dakar and up to half in other urban areas. With limited natural resources (not counting recent offshore oil and gas discoveries, which have not yet translated into revenues), the economy currently gains most of its foreign exchange from groundnuts, fisheries, phosphates, tourism and services. It is also a hub for regional banking, shipping and transportation. Based on its 2018 real gross domestic product (GDP) per capita, estimated at US$1,410 following the GDP rebasing, Senegal has recently joined the ranks of lower-middle income countries (LMIC) after several decades of being classified as a low-income country. The attempt to advance major policy and structural reforms to boost GDP growth during the last 6 years aims at becoming an emerging economy by 2035.

2. **Senegal entered the 2000s with tremendous potential and opportunities, while facing important pressures to navigate growing risks and challenges.** Structural reforms and favorable exogenous conditions have led to GDP growth averaging 6.5 percent over the last 6 years, despite slowing to 5.3 percent in 2019 due to poor agriculture performance explained by limited spatial connectivity and climate-induced rain shortfalls. An ambitious national development plan—the *Plan Senegal Emergence* (PSE)--laying out a roadmap to middle-income status has been developed. Yet Senegal faces important challenges to maintaining its trajectory towards emergence, including reducing the different forms of inequalities, strengthening governance and human capital, efficiently mobilizing tax revenue, transitioning to more private sector-led growth, promoting remunerative employment for the ever-expanding youth population, and managing the increasing risks from climate change.

3. **Since March 2020, the pandemic has significantly worsened Senegal´s economic outlook.** GDP per capita will contract by 1.5 percent. This sharp deceleration will be driven by a strong decline in private consumption as social distancing measures, curfews and increased uncertainty surrounding the pandemic hits the retail sector. The transport sector will also be hampered by reduced mobility, while construction will also be hit due to the delay of planned

investment projects, by one year. On the external front, international supply chain disruptions and weak demand in key export markets will affect export performance, particularly tourism and transport related services.

4. **Senegal strategic coastal location, places it close to European and North American markets and makes it a gateway for landlocked countries in West Africa. However, international trade remains a challenge.** Considering Senegal's emerging role as a transport and commerce hub in West Africa, its performance on the Logistics Performance Index reflects the inefficiency of the country's internal connectivity shortcomings and its clearance and logistics processes, pertaining to the speed, simplicity, and predictability of its formalities. Like its peer countries, Senegal's lacking logistics structure is reflected in its performance in the logistics performance index (LPI), in which Senegal's score reveals how burdensome it is for businesses to comply with governmental administrative requirements, such as permits, regulations, and reporting. While the government has implemented various reforms in recent years to reduce this inefficiency, it continues to directly impact the growth of Senegal's mainstay industries.

5. **In Senegal, agriculture is a key sector of the economy, contributing about 8% to the country's GDP**. In addition to being an important economic lever, it participates strongly in the social development of the country through job creation, food security and the fight against poverty (Direction de la Prévision et des Études Économiques DPEE). Thus, 60 to 70% of the active population depends directly or indirectly on agricultural activities. The number of households dedicated to agricultural activities is estimated at 755,532, of which 73.8% are located in rural areas[1]. Two types of agriculture coexist in Senegal: agribusiness or capital-based agriculture, particularly in the Niayes and the Senegal River valley, and family farming.

Sectoral and Institutional Context

Sectoral context

6. **Senegal has adopted a new development model to accelerate its economic and social development**. This strategy, called the Emerging Senegal Plan (PSE), is the reference for economic and social policy in the medium and long term. Within the framework of the PSE, the Government is implementing a 2019-2023 Priority Action Plan that includes 3 axes: (i) Structural transformation of the economy and growth; (ii) Human capital, social protection and sustainable development and (iii) Governance, institutions, peace and security. Axis 1, relating to structural transformation, includes the strategic objective 3 on "strengthening quality infrastructure".

7. **To achieve the vision and objectives of the PSE as their regard transport connectivity, the government has defined its strategy through a sector policy letter covering the period 2020-2024**. This sector policy letter focuses on the management and implementation of sustainable transport infrastructure to support the rural and urban economy. This includes the establishment of an adequate logistics and transport system to facilitate the transportation of agricultural products to consumption centers. Linking areas with high production potential to markets (consumption, export, processing) is a crucial objective. The road sector is of particular importance to Senegal, as more than 90% of travel is by road. Thus, three of the six indicators under the strategic objective 3 on "improving the quality of infrastructure" directly measure progress in the road sector (km of paved roads, km of rural tracks, and rural accessibility index). The other three indicators for infrastructure other than roads are: km of railroads, logistics performance index, and installed electrical power.

[1] According to ANDS Agence National de la Démographie du Sénégal ANDS.

Figure 1: Senegal's road network. Source: GRIP Roads

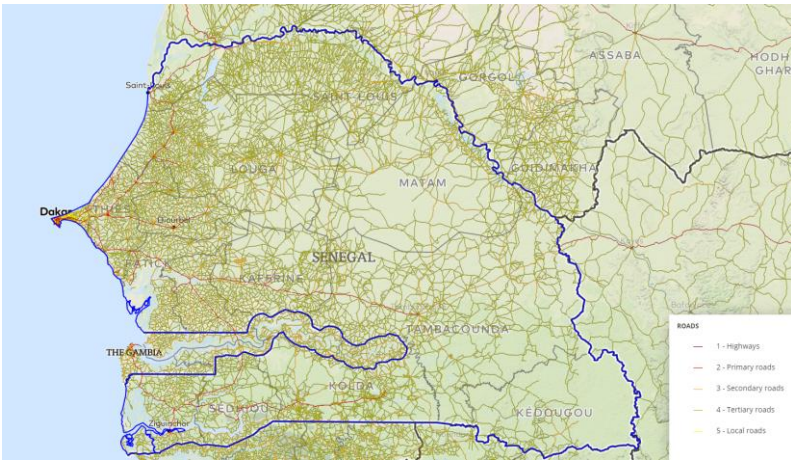
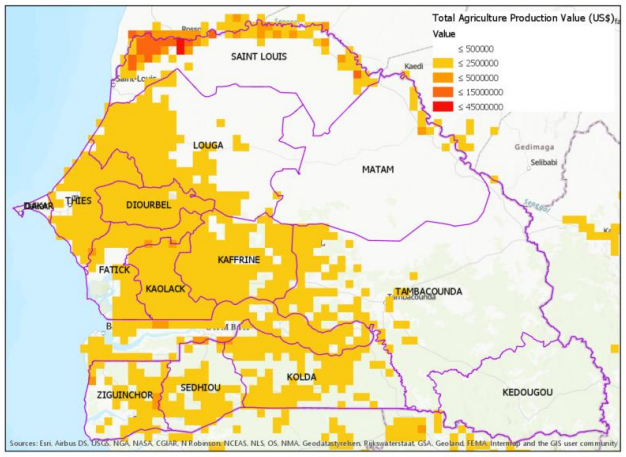


Figure 2. Total value of agricultural production in Senegal (value in USD). Source: 2017 SPAM



8. **The north and center of the country are the areas where most of the value of agricultural production is concentrated** (Figure 2). In Senegal, the areas with high agricultural potential are: (i) the north, in the Senegal River valley, (ii) the center and west (Diourbel, Louga, Thies , Fatick and Kaolack) with the groundnut basin, (iii) the northeast (Matam) in the Dandé Mayoo, (iv) the east in the regions of Tamba and Kédougou, (v) the south in Casamance and in (vi) the Niayes in the west of the country. In particular, the Senegal river valley and the Groundnut basin concentrates most of the national agriculture value: (a) The river valley, covering 22,472 km2 and known mainly for its traditional flood recession crops (sorghum, corn, rice) has enormous potential. According to the Ministry of Agriculture 2017 data, 26% of the value of agricultural production in Senegal was generated in the Saint Louis region. These agricultural areas are located along the left bank of the Senegal River, from Saint Louis to Bakel. The establishment of the Manantali hydroelectric dam and the Diama anti-salt dam has led to the proliferation of irrigated crops (rice, tomato, sugar cane) at the expense of rainfed and flood recession crops (maize, sorghum, etc.). The World Bank is already supporting the government to develop inclusive commercial agriculture and sustainable land management in project areas through the "Projet de développement inclusif et durable de l'agrobusiness au Sénégal (PDIDAS) (P124018)"; (b) Another area of particular interest is the central zone of Senegal, which dominates groundnut production. Groundnuts account for 31% of the value of Senegal's agricultural production and are mainly concentrated in the groundnut basin (Kaolack, Louga, Fatick, and Diourbel). Groundnuts are the main source of income for farm households in this area and play an essential role in food security, as a source of fodder, and in maintaining soil fertility. It should be noted that poverty is also mainly concentrated in rural areas, particularly in the groundnut basin where 52% of households still live in extreme poverty. The main consumption areas in the agriculture areas in northern and central regions are the cities of Saint Louis, Louga and Richard Toll in the north and Touba, Diourbel, Kaffrine, Koungheul and Kaolack in the center.

9. **Although the potential is there, the agricultural production areas lack resilient transport connectivity to link agricultural production and major markets, which is particularly challenging during the rainy season**. The limitations in connectivity exacerbates spatial disparities within the country (Figure 3 and 4). Regional disparities in road access are significant, particularly between the coastal zone and the rest of the country. Access to roads for rural populations remains low in the central, northern, eastern, and southern regions of the country. Indeed, only one-third of the population lives less than 2 km from a road that can be driven in any weather, and this percentage drops as one moves away from the primary network. Moreover, accessibility to markets becomes even more critical during the rainy season, when access can be blocked for days due to the deficient resilience features of the infrastructure, affecting both access to markets and basic social services such as schools and hospitals.

Figure 3. Proportion of the population within 2 km of a paved road

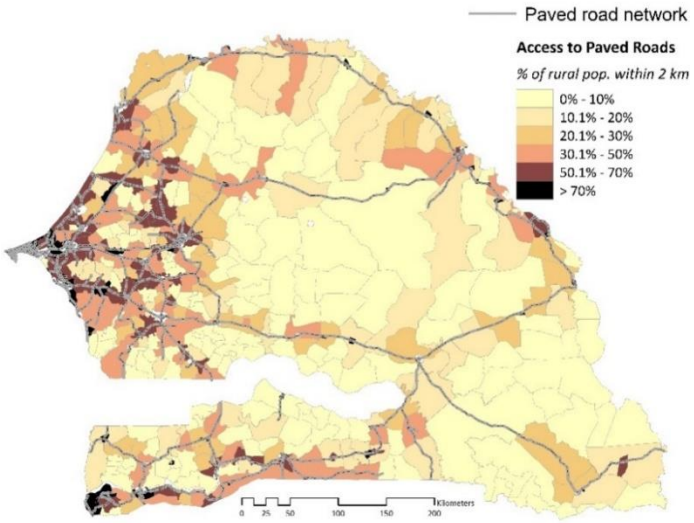
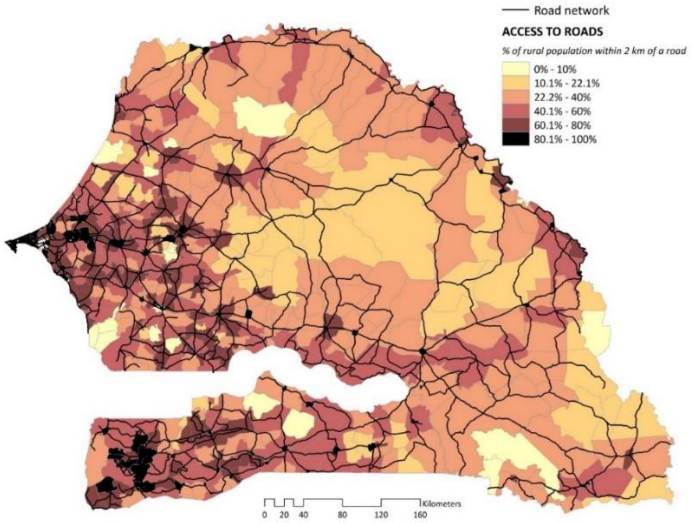


Figure 4. Proportion of rural population with access to within 2 km of a road



Source : Ageroute road data, World Pop population data

10. **The spatial inequalities affect also the access to social services, such as schools and hospitals.** Improved road connectivity and road transport are paramount to supporting social development in the country. Rural communities are confronted with great hardships in accessing basic human capital services of health and education, mainly due to their physical isolation, particularly during rainy seasons. The enhancement of access in rural areas will allow to improve food security, lower transport costs, and improved access to services such as health and education in regions with high poverty levels.

11. **The preservation of road assets is a challenge, especially for unpaved roads**. The classified road network has a total length of 16,495 km including 5,956 km of paved roads. It is estimated that 80% of paved roads are in good and fair condition, but this percentage slumped to 53% for unpaved roads (AGEROUTE, 2017). This affect particularly rural areas in agriculture production regions, where unpaved roads are the only options to reach markets and services. Water management issues are responsible for most of the damage to roads, and roads are often also a major cause of problems such as erosion and waterlogging.

12. **Overloading of trucks is another aggravating factor in the deterioration of the road network**. The overloading of vehicles in traffic substantially accelerates the deterioration of pavements whose design does not correspond to the axle weights of the trucks. The immediate consequence is a reduction in the life of the road sections due to both the increased costs of routine maintenance of the infrastructure and the need to reinvest more heavily and earlier in the recovery of major defects, through heavy rehabilitation and/or reconstruction programs. Overloading of trucks also increases the costs of vehicle management, both for the overweight trucks themselves, which are generally not built for such use, and more generally for road traffic as a whole, because of the accelerated deterioration of the infrastructure and the impact this has on vehicle wear and tear.

13. **Road safety has become a major development issue.** The government elaborated in 2012 a National Plan seeking for a reduction of road accidents by 35% in 2020, nevertheless while mortality related to other diseases has fallen sharply (around 50%), the number of fatalities related to traffic crashes has increased by more than 200% over the past 15 years

-according to the WHO-. The main causes for road accidents are: (i) infrastructures not equipped with adequate safety equipment; (ii) safety technologies in the fleet of vehicles hardly regulated; and (iii) road users' behavior.

Institutional context

14. **In Senegal, three different Ministers oversee the Transport and Logistics sector. The Ministry for Land-Based Infrastructure and Connectivity, the Ministry for Tourism and Air Transport and the Ministry for Fisheries and the Maritime Economy.** Besides these Ministries, different entities with legal personality and administrative and financial autonomy, are responsible of operational management activities (AGEROUTE, FERA, CETUD, DDD, PTB, CFS etc.). The multiplicity of actors and agencies challenges the development of multimodal policies and the coordination of strategies within the transport sector, essential to improve its efficiency.

15. **The road assets management is carried out by the Road Works Management Agency (AGEROUTE) and the Autonomous Road Maintenance Fund (FERA).** AGEROUTE is responsible for the planning and execution of the works, while FERA is responsible for financing the maintenance. While AGEROUTE's tasks are carried out relatively well, the financing of maintenance suffers from a lack of financial resources and a lack of diversification. In fact, the financing of maintenance comes from two sources: (i) the central budget of the government and (ii) a special tax on fuel. Funding from the central budget is not regular because of the government's cash flow difficulties. Also, although the funding of the maintenance does not cover all the needs, not all resources are consumed, mainly because of: (i) the delay in procurement procedures and (ii) the delay in the execution of civil works.

Relationship to CPF

16. **The proposed project is fully consistent with the Country Partnership Framework, focusing the investment on geographic areas with the highest needs and seeking to reduce service gaps and build synergies across sectors in each region of Senegal.** Under the CPF, selected transport interventions will aim at improving national and regional connectivity with the goal of strengthening the competitiveness of key economic sectors**.** The strategy will adopt a more intentional spatial approach to focus investments on the geographic areas with the highest needs to reduce service gaps and build synergies across sectors in each region, while also strengthening economic ties to better integrate the broader regional economy. The focus of the IDA portfolio will be intentionally more concentrated in specific regions of Senegal, such as (a) rural areas in the center and south of the country, where multi-sectoral approaches would have greater impact in lifting people out of poverty; and (b) urban and peri-urban areas, where the absolute number of poor and new job creation opportunities are the highest.

17. **The reason for the Bank's involvement is threefold**. First, the World Bank could ensure that it continues to support the government in its effort to internalize the key institutional transformations initiated in previous operations and to implement them effectively. Second, the World Bank could leverage its value-added and convening power to bring all partners together, build on the lessons and experiences of its previous interventions, and help support the sector with the key results already achieved. The government of Senegal has engaged multiple development partners to enhance connectivity in agriculture production areas[2]. Therefore, the World Bank's comparative advantage is particularly needed

[2] Senegal has obtained financing in the Northeast (Matam region with the West African Development Bank and Arab funds) ; the South with the African Development Bank, the European Investment Bank and the European Union ; and part of the North with funds from Organization of the Petroleum Exporting Countries (OPEC) and the African Development Bank. Similarly, in the Matam area, apart from the Arab funds, the government

to maintain the momentum with other donors and to sustain the positive results achieved in terms of policy and institutional reforms aimed at strengthening the efficiency of transport sector management. Third, the World Bank involvement would entail an integration of innovative solutions in the transport sector that could inspire transformation, such as the integration of Roads for Water concept, to enhance the resilience of infrastructure and communities, by a better utilization of water management to enhance the resilience of the infrastructure and the resilience of the community around the roads.

18. **The Project is also aligned with the Government's National Socio-Economic Development Plan (PSE) and the Senegal's road and highway transport master plan (2015 - 2030).** The PSE identifies among the drivers for a shared and inclusive economic growth: (i) the promotion of a sustainable and productive agriculture, and (ii) the construction of catalytic, reliable, sustainable, and resilient transport infrastructure. The project will support to improve three of the six indicators under the strategic objective 3 of PSE on "improving the quality of infrastructure" (km of paved roads, km of rural tracks, and rural accessibility index).

19. **The project would also bring operational synergies across the Bank Portfolio with the following investment operations supporting agriculture:** The agriculture and livestock competitiveness for results (P164967) aims to enhance productivity and market access of priority commodity value chains and livestock, in the Extended Groundnut Basin and Agro-pastoral Areas. The WAAPP-2A- Support to groundnut value chain in Senegal (P158265) which development objective is to scale-up the generation, dissemination and adoption of improved technologies in the participating countries' priority agricultural commodity areas. The community-based sustainable land management project (P124018) aims to develop inclusive agriculture and sustainable land management in the north of Senegal. All these projects share common vision and objectives: (i) increase agricultural productivity; (ii) improve agricultural value chain; (iii) promote agricultural markets at domestic and regional levels and (iv) reinforce logistic and transport infrastructure for agricultural production.

C. Proposed Development Objective(s)

The Project Development Objective (PDO) is to enhance transport connectivity in selected agricultural areas of Senegal and improve the safety and resilience of the country's transport sector.

Key Results (From PCN)

20. Progress will be measured against the following PDO-level results' indicators:
- *Number of people with access to an all-season road* (Number)
- *Roads upgraded with climate resilience measures (Kilometer)*
- *Travel time along key connection axis to selected areas of agricultural production (Minutes)*
- *Number of road crashes on selected sections (Number)*

D. Concept Description

21. **The proposed project will enhance connectivity in selected main agriculture areas in the North and the Center of the country through climate-resilient interventions on road networks.** The proposed project aims to improve

is in advanced negotiations with the private sector. Consequently, the areas where there is a need for funding for opening up the country are the northwest (River Valley and Niayes) and the center (groundnut basin).

connectivity between agricultural production and markets in these areas of high agricultural potential and high poverty. The project will be designed to consider the resilience of the project and through the project. It will also support the agenda of spatial equality, poverty reduction, and economic and social development. Direct project beneficiaries would be the population living in the area of influence of the project. In particular, the project will facilitate the direct and indirect job creation of youth through High-Intensity Labor-based Method (HILM) for rehabilitation and maintenance. A particular emphasis will be put on addressing gender gaps, with attention to ensure benefits from enhanced connectivity will bring to women and girls.

22. **Prioritization of road interventions** – The identification of project interventions in the agriculture production areas in the North and Center of the country follows two criteria. The first is the criticality of the road link is connecting agricultural production to consumption areas (markets). The second criterion is that the choice is in line with Senegal's road and highway transport master plan which, through three five-year plans (between 2015 and 2030), defines the country's road infrastructure priorities to achieve the objectives of the PSE. After the consideration of these two criteria, the project also considers the geographical distribution and readiness of studies to define the shortlist of investments that would ensure a smooth implementation of the project since early implementation. The prioritization will be develop on the PAD stage to better take into account the land use planning issues that are essential for the harmonious development of the production areas.

23. The project objective will be achieved through the following components: (i) Improvement of connectivity in the selected areas, (ii) Support for Access to Economic Opportunities and Small Community Infrastructure ; (iii) Institutional support for the transport sector ; (iv) and a project management component.

24. **Component 1: Improvement of connectivity in the selected areas (US$ 176 million).** The component is designed to support the GoS strategy to improve connectivity by facilitating the safe movement of people and goods. This component aims to improve connectivity in high agricultural production areas in the north (Ferlo, Delta and Senegal River valley) and center (groundnut basin), to significantly reduce transport costs and to improve road safety.

25. The project aims to integrate the innovative approach of **Green Roads for Water**[3] into the project design to enhance the resilience of the project and through the project. Roads for Water approach consists in a smart integration of water management and road design to yield triple benefits: (i) first, to reduce water-related damage to the roads, (ii) second, to minimize or even reverse adverse impacts of roads on the surrounding landscape – such as flooding, waterlogging, or land degradation, and (iii) third, to manage water beneficially – either for the benefit of roadside water users, by improving the sustainability of water resources, by reduce disaster risks, or through some combination of benefits. Community engagement is at the heart of Green Roads for Water and Climate Resilience. While communities should be engaged at the earliest stages of any road development program, community engagement plays a stronger role in Green Roads programs that support water resource management and community development. Community engagement for Green Roads helps reveal how the road affects the landscape and environmental quality for the community and how the road can support community goals such as livelihoods. In addition to benefits for the physical environment, road programs can be a major injection into the local economy. Roads improve access to services and economic opportunities, road works offer direct labor and skill development opportunities, and complementary programs can promote sustainable water management and livelihoods. Systematically engaging communities within the reach of the road is vital to optimize these opportunities and leverage the benefits of Green Roads at scale. Finally, implementation of Green Roads programs encourages changes in road sector governance to encourage openness to cooperation, recognition of a multi-dimensional approach to sustainability, and promote trust and transparency among a larger group of collaborating stakeholders.

[3] https://roadsforwater.org/guideline/

26. This component will construct/rehabilitate 250 km of road sections in the selected areas. These sections will have a direct impact on approximately 350,000 people, who live within a 4km strip (2km on either side of the wheel axis). Other activities included in this component are: (a) the monitoring and supervision of the implementation of the civil works; (b) technical advisory services, capacity building activities and training, such as technical engineering studies - including climate resilience and road safety measures, preparation of bidding documents for project related activities and preparation of environmental and social safeguards instruments; (c) third-party technical, environmental, social, and security audits of the civil works; (d) implementation of the resettlement action plan (RAP). Activities will also include on-the-job training of unskilled labor—particularly women—living in the project area employed in carrying out road rehabilitation and maintenance works, as well as technical advisory services, capacity building activities and training for AGEROUTE. The sections pre-identified for rehabilitation or construction are:

- In the North: (i) Development and asphalting of the Keur Momar Sarr-Richard Toll road (R82, 78 km) including 4 km of roads in Richard Toll and the construction of the Nguer Malal-Loumbeul Keur Malick Sow related track (17 km), (ii) Development and paving of the Gnith-Nder-Colonat-CFRN2 road (R81, 27 km)
- In the center: (i) Development and asphalting of the Mbirkilane-Mabo-Sinthiou Wanar-Touba Saloum and Mbirkilane-Djamal roads (D5300 and D4104, 52 Km), (ii) Development and asphalting of the Koungheul-Lour-Ribo escale-Payar road (N14, 73 km), (iii) Development and asphalting of the Koungueul- Sali-Maka Goui - Gambia border road (N14, 25 km), (iv) Development and asphalting of the Kahone-Guinguinéo-Mboss-Gnibi road (R52, 41 Km)
- In the west: (i) Rehabilitation of the Mboro-Diogo road (N8, 23 km), (ii) Development and paving of the Tivaouane-Pambal-Darou Alpha road (D13203, 20 Km)

27. **The component will have direct benefits by enhancing access to markets from agriculture areas, providing much needed jobs to local workers through labor intensive programs and improving accessibility to rural communities to social services.** The project will promote accessibility of rural communities to agricultural production zones, local markets and contribute to improving connectivity to regional corridors for general transport purpose (freight and people). The project will also support access to social services for rural communities who are confronted with great hardships in accessing basic Human Capital services of health and education, mainly due to their physical isolation. The physical exclusion is particularly relevant during rainy seasons and during COVID-19 period, where access to health is even more critical.

28. **Component 2: Support for Access to Economic Opportunities and Small Community Infrastructure (US$10 million).** This component will finance small community infrastructure and/or income generating activities for the rural population living in the project's area of influence, especially women and other vulnerable groups. During the preparation, an assessment on the livelihood means of the population living along the road will be conducted in order to identify economic activities and/or investments in small community infrastructure that the project could support—with an emphasis on how they can benefit women and girls with an aim at reducing gender gaps. The project will also take advantage of the environmental and social instruments to identify these structures and put in place appropriate management measures. The component will have direct benefits by enhancing access to social and economic services in rural areas.

29. **Component 3- Institutional Support to the Transport Sector (US$ 8 million)**. This component aims to strengthen the institutional capacity in road safety, road asset preservation and urban mobility. In terms of road safety, the project will support the operationalization of the recently created Road Safety Agency, by financing management tools (procedure manuals, studies on road safety, training, awareness-raising, etc.) and training programs. For road asset preservation, the

project will support the government's efforts in the ongoing reforms in the implementation of the FERA, for the control of axle load (studies related to road maintenance, awareness on the preservation of road assets, road control equipment). This project is also an opportunity to apply the lessons learned from the PATMUR (P101415), which closed in December 2019. One of its recommendations was to diversify and increase financial resources for road maintenance. For urban mobility, it will involve the development of sustainable mobility plans in two secondary cities that will enhance access to these regional markets in the intervention areas. This component will also contribute to the capacity building of the concerned structures such as the Directorate of Road Transport, CEREEQ, the Directorate of Roads, FERA, AGEROUTE and CETUD. A special focus will be on training key stakeholders in assessing climate change risk and factoring the risk in decision making.

30. **Component 4: Project Management and implementation support (US$ 6 million).** This component will finance the operational costs of the PIU, the fiduciary audits, monitoring & evaluation, social and environmental safeguards monitoring, resettlement action plans, citizen engagement activities, and activities designed to prevent and mitigate GBV including SEA and violence against children (VAC) risks linked to project civil works sites, as well as their monitoring.

31. **Component 5: Contingent Emergency Response (US$0 million).** This zero-dollar component is designed to provide swift response in the event of an Eligible Crisis or Emergency, by enabling Senegalese's Government to request the World Bank to reallocate project funds to support emergency response and reconstruction. A Contingent Emergency Response Component (CERC), acceptable to the Association, for the implementation of the Contingency Emergency Response Plan, will be prepared and constitutes a disbursement condition for this component.

Legal Operational Policies	Triggered?
Projects on International Waterways OP 7.50	No
Projects in Disputed Areas OP 7.60	No

Summary of Screening of Environmental and Social Risks and Impacts

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