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STAFF APPRAISAL REPORT

REPUBLIC OF MALI

SECOND URBAN PROJECT

March 3, 1986

Urban Division
Western Africa Projects Department

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CURRENCY EQUIVALENTS

Currency Unit	=	CFA Franc (CFAF)
US\$1.00	=	CFAF 385
CFAF 1 million	=	US\$2,597

SYSTEM OF WEIGHTS AND MEASURES: METRIC

FISCAL YEAR

January 1 - December 31

ABBREVIATIONS AND ACRONYMS

ERR	Economic Rate of Return
FAC	French Bilateral Aid Agency
PPF	Project Preparation Facility
UMOA	Union Monétaire Ouest Africaine (Regional Central Bank)

MALI
SECOND URBAN PROJECT
STAFF APPRAISAL REPORT

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This report is based on findings of an appraisal mission which visited Bamako in June 1985, consisting of Messrs. B. Veuthey (mission leader), H. Boldrick, H. Unger, and F. Amiot (WAPUR). Mr. S. Berkman (WAPED) assisted in appraising the training elements of the project. Mrs. A. Artaza assisted in the preparation of cost tables and annexes.

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IBRD 19184:	Bamako Project Elements
IBRD 19413:	Bamako City Center Traffic Management Plan
IBRD 19414:	Bako-Djikoroni Sites and Services
IBRD 19415:	Kalaban-Sud Sites and Services
IBRD 19416:	Bankoni Upgrading Area

MALI

SECOND URBAN PROJECT

DOCUMENTS CONTAINED IN THE PROJECT FILE

INFORMATION CENTER CODE: DOCUMENT # 224.962

<u>Ref. No.</u>	<u>Documents</u>
1.	Second Projet Urbain du Mali - Etude de factibilité, Groupe Huit, Octobre 1985.
2.	Projet Ordures Ménagères à Bamako, U. Putzar, GTZ, Août 1985.
3.	Projet Pavé, V. Guérin, ILO, Août 1985.
4.	Etude du Développement Urbain de Bamako, Programmation Décennale des Investissements, Rapport Provisoire, Groupe Huit, Septembre 1984.
5.	Analyse Economique, Méthode et Calcul, Groupe Huit, Octobre 1985.

MALI

SECOND URBAN PROJECT

CREDIT AND PROJECT SUMMARY

Borrower: Government of Mali.

Beneficiaries: Ministry of Interior, District of Bamako.

Credit Amount: SDR 25.2 million (US\$28.0 million equivalent).

Terms: Standard.

Onlending Terms: US\$7.5 million from the IDA credit to be onlent to District of Bamako for land development at an onlent rate of 8% per annum for 25 years, including three years grace period.

Project

Description:

The proposed project will: (a) help remove some of the major citywide infrastructure constraints to the efficient functioning of Bamako; (b) facilitate private sector housing and construction activities; (c) improve local resource mobilization; and (d) strengthen the capacity of key urban institutions, especially the District's land development, municipal management, and tax collection functions.

The project will finance: (a) road rehabilitation and construction both in the city center and the main access roads to the city center; (b) land development and tenure regularization in various locations totalling about 2,000 ha and 30,000 plots; (c) technical assistance, training, studies, and equipment for the District of Bamako, the Ministry of Interior, and the Project Unit for improvement of resource mobilization, garbage collection, and overall coordination of the project.

Project Benefits
and Risks:

As a result of upgrading the road network in the city center, along with better management of traffic flows, productivity gains in urban transportation are expected to take place through: (a) cost savings in the use and maintenance of the road network; and (b) lowering the time spent by both individuals and businesses to travel between the city center and southern areas of the city. Urban land development benefits include incentives for increased land and housing development due to security of tenure, as well as improvement of living conditions for the people in the land development areas of the project. Other gains would derive from better managed operations within the District, especially in the field of urban taxation.

The risks involved in the project are: (a) that Bamako District may not be able to sustain sufficient political backing to assess and collect the increases in taxes and fees required to generate enough revenue for debt service, maintenance and investment; (b) that project implementation may suffer due to the difficulty of attracting and keeping qualified Malian staff; and (c) that the Government may not be able to finance its share of the project costs in a timely manner. The improvement in urban infrastructure and services should help to convince taxpayers that a commensurate tax increase (point (a) above) is justified. Extensive training programs included in the project should counterbalance some of the risks associated with (b). Finally, to ensure the timely provision of counterpart funds (point (c) above), proceeds of the land development account could be made available to the project, if necessary. Some US\$5 million equivalent is expected to accrue to this account during the project period, which is roughly in line with the Government counterpart obligation.

Summary Project Cost Estimate

<u>Estimated Costs:</u>	<u>LOCAL</u>	<u>FOREIGN</u>	<u>TOTAL</u>
	----- (US\$ millions) -----		
<u>Infrastructure</u>			
1. Road Rehabilitation	4.67	5.81	10.49
2. Land Development	3.61	4.63	8.24
3. Cartography	0.27	1.40	1.67
<u>Institution Building</u>			
4. Resource Mobilization	0.46	1.64	2.10
5. Solid Waste Management	0.18	0.49	0.67
6. Project Unit	0.56	2.28	2.85
Total Base Cost	9.75	16.27	26.02
Physical Contingencies	1.24	1.91	3.15
Price Contingencies	2.12	3.22	5.34
Total Project Cost	13.11	21.41	34.51
	=====	=====	=====
Of which Taxes	4.50	0.00	4.50
Total Project Cost net of Taxes	8.60	21.41	30.01
	=====	=====	=====
<u>Financing Plan:</u>			
	<u>LOCAL</u>	<u>FOREIGN</u>	<u>TOTAL</u>
	----- (US\$ millions) -----		
Government	5.76	-	5.76
IDA	7.29	20.71	28.00
French Aid (FAC)	0.05	0.70	0.75
Total:	13.11	21.41	34.51
	=====	=====	=====

Note: Numbers may not add up due to rounding.

Estimated Disbursements:

	<u>FY87</u>	<u>FY88</u>	<u>FY89</u>	<u>FY90</u>	<u>FY91</u>	<u>FY92</u>	<u>FY93</u>
	(US\$ million)						
Annual	3.1	5.3	5.9	5.4	4.4	2.8	1.1
Cumulative	3.1	8.4	14.3	19.7	24.1	26.9	28.0

Economic

Rate of Return:

31% for the road rehabilitation and traffic management elements, and 44% for the land development element, representing 40% and 32% of project cost, respectively.

<u>Maps:</u>	IBRD 19169:	Mali Population Distribution
	IBRD 19184:	Bamako Project Elements
	IBRD 19413:	Bamako City Center Traffic Management Plan
	IBRD 19414:	Bako-Djikoroni Sites and Services
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WAPUR
March 1986

MALI

SECOND URBAN PROJECT

I. THE URBAN SECTOR

A. Urbanization and Demographic Trends

1.01 Despite the general poverty of the country (GNP per capita was US\$140 in 1984), Mali's cities, in general, and Bamako, in particular, are vital commercial and production centers in which a large share of the economic development process is taking place. More than half of the total GNP is generated within urban areas, and it is estimated that non-farm production grew at an average rate of 4.7% in real terms during the past decade versus 2.6% for the agricultural sector. Confirmation of the vital economic role of Bamako can be found in the fact that, excluding import duties, two-thirds of the national revenues are collected within Bamako District, including 90% of total taxes on economic activities.

1.02 However, given the dramatic rate of growth of the urban population (around 6.6% per year), per capita urban productivity, measured by the ratio of non-farm production to non-farm population, is slowly decreasing (minus 1.6% during the past decade). The very low level of public investments in urban areas has been a major factor in this decline. This is particularly true for Bamako where the level of public investment fell from US\$10.5 to US\$4.1 per capita between the 1974-1978 period and the 1980-1984 period.

1.03 As a result, Mali's cities are suffering from a lack of basic infrastructure and services. In Bamako, in particular, a real crisis situation is indicated by the increasing gap between the supply of, and demand for, municipal services of all types: roads, water, drainage, electricity, land development, transportation, refuse collection, etc. Existing facilities in the older central neighborhoods are overburdened and rapidly deteriorating, while nearly all the rapidly expanding, recently settled areas on the south bank of the Niger River lack even basic services and infrastructure. Over the last seven years, unauthorized settlements have absorbed 45% of Bamako's population increase.

1.04 At present, 42% of Mali's urban population is concentrated in Bamako (approximately 700,000 inhabitants). During the 1976-1985 period, Bamako grew at an average rate of 7.5% per year, absorbing 44% of the increase in urban population. Over the next decade (1985-1995), it is expected that Bamako's population will increase by some 6.7% per year, thus absorbing 50% of the country's incremental urban population, the other 50% being split among the existing 65 secondary cities and towns and some 34 emerging centers. By 1995, Bamako's population will have more than doubled to some 1.5 million inhabitants, thus demanding further improvements to urban infrastructure and the provision of urban services.

B. Urban Organization and Institutions

1.05 At the national level, there are several ministries responsible for urban development. The Ministry of Transport and Public Works and the Ministry of State Enterprises (through the Water and Electricity Company) are responsible for planning, constructing, and maintaining the major infrastructure networks, and cartography and topography. At the local level, the Ministry of Interior, through its eight Governors (Mali is divided into eight regions), is responsible for local administration. Responsibilities of the Governors were substantially increased by a 1978 Administrative Reform which decentralized and regionalized the technical ministries. The national ministries retain their planning and programming functions, and the regional departments, under the authority of the Governors, are responsible for implementing projects.

1.06 For Bamako, in particular, as a result of the 1978 Administrative Reform, the Governor now has both the District staff and the regional departments under his authority. The reform also structured the Bamako region as a district, different from other regions in that it has a dual role:

- (a) as a regional entity, the District has administrative responsibility for the regional departments and it coordinates their operations which are funded by the technical ministries; and
- (b) as a decentralized entity, the District performs municipal functions and provides services that are of a municipal nature and financed by the District budget.

1.07 The Administrative Reform Law of 1978 specifies the various responsibilities of Bamako District: maintenance of road networks, removal of household refuse, provision of sanitation and drainage sources, street lighting, water supply, public transportation, markets, collection local taxes, land management, etc.

C. Constraints to Rational Development in Bamako

1.08 Housing investment is not keeping pace with the rapid growth of the population of Bamako because of the limited availability of serviced land for residential development. This is causing an increasing backlog of unmet housing demand, increasing population densities in older sections of the city, and haphazard, unplanned settlement of peripheral areas which will be difficult and expensive to service in the future. Densities in the older sections are about four times those in newer areas. Furthermore, existing infrastructure (especially roads and drainage) are falling increasingly into disrepair.

1.09 The principal causes of this situation are the lack of institutional capacity to develop land (including planning and land allocation), the lack of a basic road network to support the supply of serviced land, the lack of basic topographical and cadastral mapping, and the lack of funds for capital investment, as well as for operation and maintenance of infrastructure and urban services.

Institutional Capacity

1.10 There is a general lack of technical capacity in Government institutions responsible for urban development, and the required skills are not to be found in the local private sector. The First Urban Development Project (Cr. 943-MLI, June 1979) addressed the institutional issue through the creation of a project implementation unit under the Ministry of the Interior, which has been effective in administering the project. However, the Project Unit's experience has only been partly institutionalized (with the creation of the Regional Department of Land Management) and coordination of the agencies involved in land development has been insufficient. Thus, to ensure a minimum level of infrastructure and services for Bamako, further strengthening of the District's technical capacity for land development is urgently required. The District is already responsible, under the 1978 Administrative Reform, for coordinating and directing development in Bamako. It has its own technical department and the regional departments of the technical ministries under its authority. What is lacking is a strong district level operational capability to coordinate the work of agencies responsible for maintenance of crucial infrastructure, especially road works, and to improve the capacity to prepare subdivision plans and control land allocation. Bamako District recognizes the need for a coordination unit to fill this gap and, thus, under the proposed project, a District Technical Unit would be established. Because of the general lack of technical capacity in Government agencies, the unit would have competence in a fairly broad range of skills relating to the planning and execution of civil works. The scarcity of the needed skills in the public and private sectors in Mali requires, in the short term, recruitment of expatriate technical assistance. For the longer term, a strong program of training of local counterparts, aimed at progressive technical self-sufficiency, is required. Both of these objectives would be supported by the proposed project.

1.11 Part of the problem of institutional capacity has been the lack of an appropriate land tenure law. The original land tenure legal framework, scattered through many different laws, remained in force, largely unchanged from early colonial days, until February 4, 1983, when a new law was enacted. However, the 1983 law was ill-conceived and its application has been suspended by the Government because of criticism of its overly complex procedures, ponderous management requirements, exclusion of gradual land development, hindrance of mortgage financing, and discouragement of housing investment. A revised land tenure law which addresses these inadequacies has been reviewed by the Bank and is expected to be enacted within the coming

months. However, equally important to the law itself will be the decrees which define the precise details under which the law will be implemented. The Government agreed to use its best efforts to have the law enacted by December 31, 1986, and also agreed to review with IDA the decrees relating to their implementation.

Basic Road Network

1.12 The institutional weakness and lack of resources discussed above have led to an infrastructure problem that is reaching crisis proportions. Maintenance has been neglected for so long that many roads and drains require reconstruction or substantial rehabilitation. The rapid growth of the city on the south bank of the Niger River has reached the point where a basic primary road network is urgently needed to provide a physical framework for control and direction of land development, and to avoid prohibitively expensive servicing after uncontrolled settlement has taken place. Likewise, an urgent program of priority infrastructure rehabilitation in the center of Bamako must be undertaken.

Cartography and Cadastre

1.13 While some of the elements required for a cadastre now exist, such as a register of land titles, the lack of base maps (which are essential for sound urban planning, specific site planning, development by the public and private sector, and preliminary design of infrastructure extensions) renders the cadastral system inoperative. The existing base maps are either badly out-of-date or completely lacking for virtually all of the Bamako area. A complete cadastre is essential both for physical planning and land acquisition through the identification of specific sites, and for cost recovery through the identification of assessable properties.

Financing for Urban Development and Maintenance

1.14 Along with gradually expanding the city's capacity to self-finance new investments, the ability to finance recurrent expenditures (maintenance and operations) of existing and future public assets is equally essential to Bamako District. In order to cope with the additional expenditures required by new investments and to significantly improve the existing low level of maintenance, it is estimated that the District's revenues should be approximately tripled within a decade. These increases require significant improvement both in cost recovery (especially related to land development operations) and in local taxation. Cost recovery could be improved by including part of the cost of extensions of infrastructure in plot sale prices. Local taxation could be improved through the following measures: (a) improving the collection of existing taxes; (b) modifying and/or expanding the tax base of the most productive taxes, such as business licenses; and (c) tapping new sources of revenue.

1.15 Resource mobilization (successfully supported by the first project) must be accelerated if the District is to meet its debt service requirements and take on an expanded land development role. The experience of the first project provides a starting point for a more systematic program of increasing revenues through improved assessment and collection of existing taxes, as well as identifying new sources of revenue, improving accounting and financial management, and updating the tax base.

D. Government Policy and Action in the Urban Sector

Overview

1.16 Facing the scarcity of resources for public investment, the Government has taken a number of steps aimed at improving urban management, including: (a) establishing District level departments of land management and tax assessment; (b) revising the unsatisfactory land tenure law enacted on February 4, 1983; (c) increasing local revenues through better management of municipal finances and better collection rates; (d) increasing the capacity of public services to provide legal plots (albeit minimally serviced) to the bulk of the urban population; and (e) undertaking the Bamako ten-year investment programming study (covering the period 1985-1995), the first attempt to more efficiently allocate public investments for Bamako District.

Investment Programming Study

1.17 The goal of the study, undertaken by consultants in 1984-85 (Groupe Huit, France), was to determine the minimum level of public investments for Bamako over the next decade that would preserve the city's vital role as an economic center for Mali. This involved formulating a selective urban investment policy that was compatible not only with macroeconomic constraints and priorities, but also with local institutions' ability to mobilize internal resources for public and private investments. A target ratio of urban investments to national investments of 11% was applied to insure that public investment allocation for other priority sectors would not be impeded. Locational priorities among cities were considered by shifting urban investment allocation in a manner corresponding to rates of economic and population growth. Furthermore, the study indicated that if the urban investment strategy contributes to overall economic growth, as is expected, it could stimulate additional investments at the national level.

1.18 The study estimated Bamako's overall investment requirements at about CFAF 72.5 billion or US\$180 million (in 1984 prices). Given the limited investment capacity of the central government and the District (including Energie du Mali), it seems likely that some 70%, or US\$126, million of this overall requirement would have to be financed with foreign grants or loans. (In recent years, some 87% of

overall public investments have been financed from abroad.) The remaining 30%, US\$54 million, would be financed from parastatal agencies, the District, and the central government. These figures do not include private investments in housing construction. Depending on how well the Government's land development policy is implemented, these could amount to as much as US\$180 million in additional investments over a ten-year period, the bulk of which would be generated locally. Under this scenario, domestic private investment would finance more than half of Bamako's total investment requirements (public investments, plus housing). However, the extent to which local private investment will be forthcoming will depend significantly on the successful implementation of appropriate land development and tenure policies.

E. The Bank's Previous Role

1.19 The long-term objective of the Bank's assistance to Mali's urban sector is to help the Government to develop appropriate policies and institutional capacity to improve the efficiency of urban-based activities. In keeping with this objective, and due to the economic importance of Bamako and the magnitude of its problems, the Bank has financed, in addition to the first urban project, a series of complementary infrastructure projects with an important impact on Bamako in the following sectors: water supply, power, highways, and railways, as well as Bamako components of other projects such as education and agriculture. 1/

1.20 The First Urban Project was approved in June 1979. Its main objective has been to assist the Government in providing affordable urban services, particularly shelter, water supply, garbage collection, drainage, schools and health care, to low-income residents in Bamako. To ensure replicability and maintenance of project components, cost recovery has been a major goal, especially for shelter and municipal services for which cost recovery has traditionally been inadequate in Mali. Implementation has been very satisfactory and the project is scheduled for completion by 1986. Progress to date includes: (a) completion of civil works serving about 50,000 people; (b) a 75% increase in Bamako District revenues since the inception of project-financed support measures; (c) reorganization of the District maintenance department; (d) the introduction of the leasing of public water taps to individuals who sell water to the public at agreed prices; and (e) initiating the revision of the land tenure law and supporting the reorganization of land management in the District. In

1/ Since the first Bank-financed project in Mali in 1966, about 30 percent of all project investments (by value) have taken place in Mali's 13 main cities.

addition, for the first time in Mali, the recovery of infrastructure development costs through plot sales was instituted under the project and has proven very successful; moreover, an embryonic "land development fund" was created by establishing a special land development account for the proceeds of plot sales.

II. THE PROJECT

A. Project Objectives and Description

Background

2.01 The proposed project was identified in 1985. The background study for this project, i.e., the Investment Programming Study for Bamako (para 1.17) and the feasibility study, were financed with the funds of the first urban project. The proposed second project was appraised in June 1985. Negotiations were held in Washington in February 1986 with a Malian delegation led by H. E. Abdourahmane Maiga, Minister of Interior.

Rationale for Bank Group Involvement

2.02 Bank involvement in this project is based on several considerations. First, relative to other donors, the Bank has a comparative advantage in the sector and in contributing to the formulation of sectorial policies and priorities. Based on our experience in the first project, the Bank has been closely involved in the design of the proposed second project and, in particular, in the formulation of the policy reform package which it pursues. Specifically, those components dealing with resource mobilization (i.e., cost recovery measures, tax reforms, cadastral surveys) and investment planning/programming, including priority assigned to necessary maintenance activities, have been designed and incorporated into the project as a result of our ongoing sectorial dialogue established under the first project. Moreover, these objectives reflect, on a sectorial basis, the macro issues which are the focus of our overall policy dialogue concerning structural adjustment. Second, given the nature of the project and other donors' lack of experience in the urban sector, it is unlikely that the Government would be able to secure adequate financing elsewhere.

Project Objectives

2.03 The objectives of the project are:

- (a) to remove the major citywide infrastructure constraints to the efficient functioning of Bamako by repairing and extending the road network and introducing traffic management measures in the city center;

- (b) to facilitate private sector housing and construction activities through a large increase in the supply of serviced land with security of tenure;
- (c) to improve local resource mobilization through implementation of a multipurpose cadastre together with reform of the land tenure law, as well as measures to strengthen municipal finances; and
- (d) as a complement to the above objectives, to strengthen the capacity of urban institutions, especially concerning the District's land development, municipal management and tax collection functions, through training programs, studies, and technical assistance, both at the district and ministerial levels.

Project Components

2.04 The project has five major components (two for infrastructure and land development, and three for institution building) which are summarized below (see details in Annex 2-1):

(a) Infrastructure and Land Development

- (i) Major Road Rehabilitation and Construction. This includes civil works and technical assistance to rehabilitate existing streets and sidewalks, from surfacing and patching to total reconstruction (some with paving stones), cleaning and repairing of drains, as well as traffic management measures in the city center including intersection improvements, traffic lights, and parking. This component would also include construction of new asphalt and laterite roads, and the establishment of a District Technical Unit, supported by technical assistance;
- (ii) Land Development. This includes basic roads, drainage, water supply, and street lighting for about 160 ha of sites and services (2,050 plots); 725 ha of minimally serviced land (9,500 plots); 200 ha of upgrading (3,300 plots); and 900 ha of land tenure regularization (15,000 plots). It would also include off-site drainage, and water and power supply, as well as technical assistance for urban planning; based on the experience of the first project, simplified lot allocation procedures will be applied for these elements; and
- (iii) Cadastral Mapping. This includes aerial photography, computer equipment, vehicles, technical assistance, and training for the completion of large-scale topographical and cadastral maps of Bamako, including a plot census, and a small pilot component to test appropriate

cadastral methodologies in heavily populated periurban and rural areas.

(b) Institution Building

- (i) Resource Mobilization. This includes equipment, material, and technical assistance to introduce sound financial management, and to improve local revenue measures including business licenses, the road and refuse collection tax, and market fees. It would also include technical assistance to assist in the establishment of a District Financial Department, and in the implementation of the new land tenure law;
- (ii) Assistance to the District Maintenance Department. This includes technical assistance, logistical support, and spare parts for solid waste management; and
- (iii) Project Coordination. This includes, through the Project Unit (established in the first project and institutionalized as a permanent unit within the Ministry of Interior), training programs and seminars, technical assistance, and studies (including a feasibility study for a possible third project).

B. Project Cost and Financing Plan

2.05 The estimated total cost of the project is US\$34.5 million (see summary cost table and detailed cost tables in Annex 2-2). The estimated foreign exchange component is US\$21.4 million, representing approximately 62% of total project cost. Base costs have been estimated as of January 1986. The project would be financed by an IDA credit of US\$28 million covering 81% of total project costs (93% of project costs net of taxes), cofinancing of US\$0.75 million and the Government's counterpart contribution of US\$5.76 million (17% of total project cost--5% net of taxes). IDA credit proceeds totalling US\$7.5 million would be on-lent to Bamako District for the land development component at 8% for 25 years, including a three-year grace period under a subsidiary loan agreement whose terms would be satisfactory to IDA and the signing of which would be a condition of credit effectiveness. The rate of interest reflects the current discount rate for the low-income housing sector applied by the West African Regional Central Bank (UMOA) which controls the financial sector. The on-lent amount represents the recoverable costs of the land development component which is a commercially-oriented operation. Since the District can recover the costs of this operation directly from the beneficiaries, it is logical that the operation's financing be on-lent. This amount also represents the practical maximum debt that the District can service from its revenues, including those generated as a result of the project. The Government will bear the

foreign exchange risk. The balance of project financing, including IDA credit proceeds of US\$20.5 million, Government counterpart funds of US\$5.76 million, and cofinancing, would be passed on as budgetary allocations to the various project-executing agencies, including Bamako District.

C. Project Implementation

Implementation Schedule and Responsibilities

2.06 The Ministry of Interior, through the Project Unit, would have overall responsibility for the coordination and financial management of the project. The definition of the responsibilities for the second project would be based on the experience of the first project, in particular, the allocation of financial and administrative responsibilities between the Ministry of Interior, Bamako District, and the Project Unit. However, in the second project, more responsibility, particularly in technical matters, would be given to the District through the establishment, as a condition of credit effectiveness, of a District Technical Unit. During negotiations it was agreed that the Project Director, as head of the Project Unit, and the Director of the Technical Unit would have qualifications and experience acceptable to the Bank. The project would be executed over six years. (Annex 2-3 gives the project implementation schedule and briefly describes the allocation of the various implementation responsibilities. Annex 2-4 gives a description and organization charts of the two principle project executing agencies, the District of Bamako and the Project Unit.).

2.07 In addition to overall coordination, the Project Unit would have responsibility for implementing several smaller components. The design, implementation, and supervision of the major components would be the responsibility of the District, either its own units or the regional directorates of the technical ministries under the responsibility of the Governor, with supervision provided by the new District Technical Unit (Annex 2-3 and Annex 2-4). Consultants would not be engaged for the supervision of civil works because technical assistance and training would be employed to develop this on-the-job expertise within the agencies concerned, particularly the District. Following the good experience with the first project, a local firm would be used for the audit of project accounts. The project-related accounts of the District would, for auditing purposes, be consolidated and audited along with those of the Project Unit.

Training

2.08 The primary objectives of the overall training program will be to strengthen the institutional capabilities of the various agencies and administrative units connected with the project. Because of the diversity of job positions and work disciplines involved in the

project components, the upgrading of staff capabilities will be accomplished through a variety of job-specific training programs that will be implemented internally, at local training institutions, and at institutions outside the country. All aspects of the training effort are clearly defined in the terms of reference for the technical assistance and would be monitored during the course of project implementation. Training activities would be coordinated by the Project Unit. The first consultants should be appointed by Fall 1986.

Procurement

2.09 Civil works would be procured through international competitive bidding (ICB) except in cases where the size of individual contracts would be too small to be attractive for ICB procedures. These would include: (a) the street and sidewalk rehabilitation with paving stones which would be procured through local competitive bidding (LCB) following IDA guidelines, for contracts ranging between US\$10,000 - 50,000, and by force account for works valued at less than US\$10,000; and (b) the drain cleaning and part of the rehabilitation work for the land development component which would be undertaken by force account due to the very small size of individual contracts (all below US\$10,000) and the existing capacity of District work forces. The procurement arrangements are listed in Annex 2-5.

2.10 Equipment, where possible, would be grouped into packages large enough to attract bids under ICB. However, contracts for furniture, materials and equipment, too small to warrant ICB procedures (i.e., those of less than US\$50,000 each) and which include locally available maintenance, would be obtained under LCB. For very small procurement items (less than US\$10,000 up to a maximum aggregate amount of US\$400,000), competitive shopping procedures would be used.

2.11 Consultant services for design, training, and technical assistance would be procured according to IDA guidelines. Aerial photography and cartography processing would be procured through ICB. However, since governmental work forces are adequate for undertaking the ground surveys relating to the cadastral component, they will be carried out by force account).

2.12 For contracts awarded following ICB procurement, goods manufactured locally would be given a preference margin of up to 15% or the applicable import duty, whichever is lower, and local contractors would be given a preference of 7.5% in the evaluation of tenders for civil works.

2.13 As in the first project and under the supervision of the Project Unit, which will have the sole authority to sign contracts, all procurement documentation will be prepared and reviewed by the agencies in charge of the respective project components.

Disbursement

2.14 The proposed IDA credit of US\$28.0 million is expected to be totally disbursed by March 30, 1993. The estimated quarterly disbursement schedule follows the regional profile for all IDA projects (Annex 2-6). All disbursements from the IDA Credit would be fully documented. Where reimbursement is based on certified statements of expenditures for civil works and goods and services with a value below US\$10,000 equivalent (financed from the Special Account, para 2.23), documentation would not be submitted to IDA, but retained by the Project Unit for review by IDA and project auditors.

Improvement in District Finances

2.15 In contrast to many other West African cities, Bamako is a net contributor to the national treasury: two-thirds of internal revenue is collected in Bamako while only about half of internal expenditure by central government takes place within the District. As a municipality, Bamako District is responsible for the usual municipal services (urban roads and drainage, solid waste removal, street lighting, markets, public standpipes, and sanitation) which it finances from its own internal revenues (primarily market receipts, transfer taxes, document registration, road and garbage taxes, lorry park receipts, etc.), plus central government-collected business license receipts realized within the District. The expenditures of the District's six communes, whose responsibilities are limited to maintaining public records (births and death registry, etc.) and social welfare (care of the indigent, etc.) are likewise supported by the District. The District also invests in capital projects (primarily construction and repair of public buildings, and purchase of vehicles and equipment) which it finances from its own funds and borrowings. In particular, the District has benefited from the capital expenditure undertaken through the first project.

2.16 In contrast to central government's economic and financial crisis, Bamako District has made some progress in recent years in mobilizing resources, but there remains significant scope for tapping additional revenue sources. District revenue increased from approximately US\$0.9 million in 1979 to about US\$2.5 million in 1984. However, when discounted for population growth and inflation, the District revenue situation is less encouraging: while the population of Bamako doubled during the period 1975-1984, real per capita revenues (1984 values) declined from CFAF 2,000 (US\$4.85) to CFAF 1,400 (US\$3.40). Furthermore, the District operated at a deficit averaging 13% of recurrent expenditures in 1983 and 1984, and is expected to show a deficit of about 10% in 1985. This has hampered the District's ability to sustain what was an already inadequate level of services. Revenues will have to increase substantially over the

next ten years just to maintain the present level of services to the rapidly expanding population, to maintain existing and planned urban infrastructure and debt service, as well as to permit the accumulation of the land development fund for the replication of investments made under the first project and this proposed second project (paras 1.20 and 2.21). Expenditure control is equally important, for although expenditures (especially maintenance expenditures) have increased dramatically (from US\$1.3 million in 1979 to US\$2.6 million in 1984), they have not produced corresponding increases in services and maintenance activities.

2.17 With project-financed assistance, total revenues are projected to increase at a nominal average of 14% per year to 1994, rising from an estimated US\$2.9 million in 1985 to an estimated US\$9.7 million in 1994. A significant part of this increase would derive from increased coverage of the present population and from the expected continuation of rapid population growth in Bamako. Primary sources of increased revenue would be business licenses (from reclassification of businesses into the proper tax brackets along with expansion of business license rolls), transfer fees and permits (from the registration of unregistered plots), road and garbage taxes (from the establishment of a new tax base), and a portion of net proceeds from the sale of project plots. Recurrent expenditure growth would be limited to an annual average of 11% (through expenditure control supported by the project). These revenue increases, with expenditure control, will move the District into a recurrent surplus position by the end of the project implementation (end 1992 onward). This program would permit, by 1994, a gradual expansion of urban services and servicing of the existing debt, as well as maintenance of project-financed infrastructure, project debt service, and an operating surplus for other investment. (Annex 2-7 gives the District's annual revenues and expenditures for the past few years (1982-1984), and as estimated for the future (1985-1994) with and without project.)

2.18 The projected increases in revenues and limitations on recurrent expenditure growth will only be possible if a number of changes are made to the District's tax base and financial structure and procedures. While the structure of business license fees appears to be appropriate, as does the Government's policy (developed with IMF and USAID assistance) of not increasing the fiscal pressure on private businesses, the classification of individual businesses has not been reviewed in over 15 years. The proposed project would support such reclassification, along with expansion of business license rolls, which together should double the business license tax base by 1988, although application of the increased base is expected to be spread over a longer period. The road and garbage tax is currently levied on a weak base (the rental income tax) and could become a growing source of revenue by 1989, if based on property values to be developed under the cartography component of the project. The feasibility of this change will be reviewed during project implementation. The District

does not have a reliable accounting system (final accounts have not been prepared for several years), and does not have the capability to adequately prepare budgets and monitor income and expenditure. Since the first project accorded top priority to the question of resource mobilization, it did not deal with the issue of the District's finance in great depth. However, the proposed project addresses both the need for continued resource mobilization, as well as the now urgent need to strengthen the District's financial management and budgetary procedures. Thus, a District Finance Department, headed by a qualified Malian and appropriately supported by technical assistance, is needed to properly direct District accounting, monitor revenues, control expenditures, and prepare budgets; this Department will be created under the project. During negotiations, it was agreed that the functions of the Department, as well as the qualifications and experience of its Director, will be acceptable to the Bank, and that the Department will be operational as a condition of credit effectiveness.

2.19 Finally, the current cash management structure requires changing. In keeping with the francophone financial principles of separating authority for expenditure from that for payment and of consolidating funds, District revenues are paid into the National Treasury. However, the Treasury is also responsible for all government revenues and expenditures, and a clear picture of District transactions is not possible. The situation is further complicated by the existence of an internal District account into which a portion of District revenues is deposited before onward transmission to the National Treasury. Furthermore, this account is not adequately controlled and unauthorized expenditures (such as the District's capital investment expenditures in 1983 and 1984) are often made. The result is a situation unsatisfactory both to the District and the Government. In order for the District to be able to manage its resources and plan its activities, and for the Government to monitor the District's finances, as a condition of credit effectiveness, a District Treasurer will be appointed to be responsible solely for District transactions. It was agreed during negotiations that he will have qualifications, experience, and functions acceptable to the Bank.

2.20 The District Finance Department and the District Treasurer have already been established. In addition, agreement was reached on the following program of actions to improve District finances (this program is detailed in Annex 2-7):

- (a) completion of statement of affairs of District as of December 31, 1985 (by December 31, 1986);
- (b) annual review by IDA, District, and Ministries of Interior and Finance of District's draft budget proposal (annually, beginning 1986);

- (c) reorganization of District accounting/budgeting/financial control (by December 31, 1987);
- (d) reclassification of businesses for licensing purposes (by January 1, 1988);
- (e) referencing and mapping of commercial and residential properties (by December 31, 1988);
- (f) 10% annual increase in revenue from business taxes (over the project period); and
- (g) 15% annual increase in revenues from road cleaning and garbage taxes (over the project period).

(The effects of the last two measures are reflected in the forecasted District budget with project presented in Annex 2-7.)

Cost Recovery and Affordability - Land Development

2.21 The costs of land development (excluding off-site water and drainage costs) would be recovered through the cash sale of individual plots. With different levels of servicing and differential pricing, this component is expected to be affordable down to the 13th percentile of the income distribution. Households would be expected to purchase their plots in four cash installments over a one-year period (The mechanisms for lot allocation cost recovery, its replicability and affordability are discussed in Annex 2-8). Receipts from the sale of plots from the first project's land development component have been deposited into a special land development account and this arrangement would continue under the proposed project. In addition, under the proposed project, this account would be transformed into a special District account, with a view, at a later date, to possibly institutionalizing the account as a small public agency for further land development activities. The process of this transformation would be as follows:

- (a) design and implementation of an overall programming, budgeting, and accounting system for land development activities through the creation of a "budget annex" to the general District budget, according to existing District regulations; and
- (b) when resources and experience are sufficient, examining the feasibility of creating a small agency to be responsible for land development activities. This agency would assume the necessary management and accounting responsibilities now being carried out by the District. It would be staffed with current District employees who would be given appropriate training, either with specialized seminars in Bamako or with short-term training in similar agencies in other countries.

Poverty Impact

2.22 The relative poverty level for urban households can be estimated at a monthly income of about CFAF 28,000 per household in 1984, corresponding to the 33rd percentile of Bamako's income distribution. For upgrading sites, approximately 45% of the expected beneficiaries are below this poverty level. For the sites and services and minimally-serviced plots components, 80% of the plots will be affordable to families below the poverty level. The project would have additional benefits for low-income households (including families under the 13th percentile) by improving road access to existing low- and high-density areas, as well as improving refuse collection in these areas.

Special Accounts

2.23 A Special Account for IDA credit proceeds would be established for the proposed project as a condition of credit effectiveness. The Special Account, which would be CFAF 100 million, would be replenished on the basis of Government withdrawal requests. Another local account, the revolving fund, would be created for Government's counterpart contribution, with an initial deposit of CFAF 100 million. The Special Account and the revolving fund would be operated under terms and conditions acceptable to IDA.

Accounting, Auditing, and Reporting

2.24 Consolidated project accounts would be maintained by the existing Project Unit under the Ministry of Interior, continuing the satisfactory arrangements established under the first project. The Project Unit would administer the Special Account and the revolving fund, monitor the land development account, and process all withdrawal applications. Bamako District and other project executing agencies would maintain separate accounts for the project components under their responsibility and provide the Project Unit with the necessary accounting data for consolidation. Project and Special Accounts, the revolving fund, and statements of expenditure would be audited annually by independent auditors acceptable to the Bank according to terms of reference agreed by the Bank. Project accounts and auditors' reports would be submitted to the Bank within six months of the end of each Government fiscal year. Legal restrictions preclude the District's accounts from being audited by a private firm. Thus, it was agreed that the District would submit its accounts, as approved by the Ministry of Interior, for the Bank's review within six months of the end of each fiscal year. The Project Unit would continue the quarterly reporting procedure established under the first project and would prepare a project completion report within six months of the credit closing date.

Status of Project Preparation

2.25 All land necessary for the land development component already belongs to the State and would be transferred to the District no later than December 31, 1986. Final design and detailed engineering and bidding documents for the road rehabilitation (first year's works) and land development components have been prepared by consultants. These studies have been financed under the first urban project. Technical assistance would be in place by Fall 1986. All critical preparation work would be completed before the scheduled mid-1986 project start-up. During negotiations, the Government requested a PPF in the amount of US\$0.8 million to: (a) cover technical assistance for review and modifications to the land tenure law, in anticipation of the cadastral component; and (b) complete detailed engineering studies, funding for which has thus far been paid out of the first project; however funds for this purpose under the first project are now nearly exhausted. This PPF is expected to be finalized shortly.

D. Project Benefits, Risks

Benefits

- 2.26 The primary benefits to be derived from the project are:
- (a) improved District finances through better management of operations and improved collection of revenues;
 - (b) improved efficiency of Bamako's transportation system through better management of traffic flows in the city center, as well as upgrading its road network, and improving key road segments on the south bank of the Niger;
 - (c) lengthened lifetime of infrastructure investments through improved maintenance;
 - (d) improved living conditions for Bamako's residents through provision of 12,000 new plots, rehabilitation of 3,300 existing plots, and land tenure regularization of an additional 15,000 plots (involving about 300,000 people); and
 - (e) increased incentives for investment in land development and housing as a result of improved security of tenure.
- 2.27 Among these benefits, the increased efficiency of Bamako's transportation system, due to savings in fuel and vehicle maintenance costs, is a critical economic consideration for the whole country.

Indeed, 70% of total domestic fuel consumption and most transportation equipment acquired nationally are consumed in Bamako and its environs. These two items account for about 40% of national imports and absorb, therefore, more than 50% of total export receipts.

Rate of Return

2.28 The project's economic evaluation is given in Annex 2-9. Rates of return were calculated only for the components which produce quantifiable benefits, namely, the infrastructure component (road rehabilitation and traffic management in the city center, rehabilitation of main access roads to the center, and primary roads on the South Bank) and the land development component. These two components account for CFAF 9.6 billion (US\$24.9 million) or 72% of project cost. The overall rate of return of the two components is 36%: 31% for the infrastructure component and 44% for the land development component. Given the lack of data, no adjustment was made to the investment costs to account for use of unskilled labor. The foreign exchange component was shadow priced at 0.93 (average standard conversion factor, weighted 1978-83, currently used for Bank-financed projects in Mali).

2.29 For the infrastructure component, the approach was to calculate benefits from vehicle operating cost savings under varying speed levels and pavement conditions, and from time savings when the speed and/or the traffic flows are improved. Value of time was established at one-third of the minimum guaranteed hourly wage. The cost streams included the cost of civil works, the technical assistance costs of this component, plus an allowance for routine and periodic maintenance. Under these conditions, economic rates of return (ERR) range from 19% to 51% on the nine road sections being completed or rehabilitated and on the traffic management subcomponent (see Annex 2-9). The consolidated ERR (31%) is within the range of that for similar projects, even though it was not possible to assess all the benefits (in particular, time savings due to secondary improved street intersections).

2.30 Separate calculations were done for an alternative paving stone solution. The approach was to compare the benefits and cost streams of such an option versus normal paving with a double surface treatment. The rate of return of the incremental investment of the paving stone option (about 55% higher than normal paving), taking into consideration savings in foreign exchange as well as vehicle operating cost losses due to the stone surface, is 12%. Considering the employment impact, the paving stone option appears to be a worthwhile solution when implemented on road sections with heavy traffic flows and/or low traffic speeds.

2.31 The rate of return of the land development subcomponent (44%) was calculated on the basis of benefits measured by the projected differential in rent between improved and unimproved land at

existing market prices. In order to avoid double counting, neither the benefits accruing from improved health and sanitary conditions nor the benefits due to the improved infrastructure network were included. Those portions of technical assistance costs which are directly related to the subcomponent were included in the economic evaluation.

Sensitivity Analysis

2.32 A sensitivity analysis was conducted to verify to what extent the rates of return would be affected by possible increases in project costs and/or decreases in benefits, although these benefits were calculated conservatively.

2.33 For the infrastructure component, the two main results are the following: (a) if the benefit stream decreases by 10%, the consolidated ERR would be reduced from 31% to 21%; and (b) if the maintenance costs are reduced to their minimal level, leading to an estimated 10% increase in vehicle operating costs from the third year onward, the consolidated ERR would be reduced to 21%. This last result shows that sustained effort in routine and periodic maintenance will be the key factor in maintaining a good return on investments. For the land development component, the two main results are the following: (a) if the land value decreases by 10%, the ERR would be reduced from 44% to 35%; and (b) if the capital costs increase by 10% and the land value decreases by 10%, the ERR would be reduced to 28%.

Risks

2.34 The risks involved in the project are: (a) that Bamako District might not be able to sustain sufficient political backing, to assess and collect the increases in taxes and fees required to generate enough revenue for debt service, maintenance, and investment; (b) that project implementation would suffer due to the difficulty of attracting and keeping qualified Malian staff; and (c) that the Government may not be able to finance its share of the project costs in a timely manner. Concerning increased tax assessment and collection (point (a) above), the rehabilitation of roads and the improvement in refuse collection provided under this project should convince taxpayers that the District can deliver a better level of services, which would justify incremental taxes. The shortage of qualified personnel is a risk affecting virtually all undertakings in Mali. The extensive training programs included in the project should counterbalance this risk (point (b) above). To ensure that the Government makes funds available to finance the project, we have proposed that, if necessary, counterpart funds could also be provided from the land development account which receives the proceeds of plot sales. During the project period, funds totalling some US\$5 million equivalent are expected to accrue to this account; this amount is in line with the Government's counterpart obligation.

III. RECOMMENDATION

3.01 The draft Development Credit Agreement between the Republic of Mali and the Association, the draft Project Agreement between the Association and the District of Bamako, and the Recommendation of the Committee provided in Article V Section 1(d) of the Articles of Agreement of the Association, are being distributed to the Executive Directors separately.

3.02 During negotiations agreements were reached on:

- (a) assurances concerning land tenure law and review of rules and regulations concerning its implementation (para 1.11);
- (b) detailed definition of simplified lot allocation procedures (para 2.04);
- (c) adoption of an action plan to improve District revenue mobilization including the timing and details of the program (para 2.20);
- (d) maintenance of exclusive use of the project land development account for land development activities (para 2.21);
- (e) auditing of all project accounts and annual review of District account by IDA (para 2.24);
- (f) timing for hiring of technical assistance (para 2.25);
- (g) completion of land transfer to the District by December 31, 1986 (para 2.25); and
- (h) qualification and experience (satisfactory to the Bank) of the Project Director (para 2.06), of the Director of the District Technical Unit (para 2.07), of the District Finance Department (para 2.18), and finally of the District Treasurer (para 2.19).

3.03 Conditions of effectiveness are:

- (a) the execution of the subsidiary loan and grant agreements between the Government and the District (para 2.05);
- (b) creation of the District Technical Unit and appointment of its director (para 2.06);

- (c) appointment and putting in place of Heads of District Finance and District Finance Treasurer (para 2.18 and 2.19); and
- (d) creation of a revolving fund for Government contribution and deposit of an initial contribution of CFAF 100 million (para 2.23).

3.04 Satisfactory agreements and assurances on the above having been obtained during negotiations, the project is suitable for an IDA credit of US\$28 million equivalent on standard terms.

WAPUR
March 1986

MALI

SECOND URBAN PROJECT

DETAILED DESCRIPTION OF PROJECT ELEMENTS

I. INFRASTRUCTURE

A. Road Rehabilitation and Construction

1. Traffic Management Plan and Road Rehabilitation in the City Center

Traffic congestion in the city center is mainly caused by the poor condition of road surfaces and sidewalks, the lack of traffic regulation measures, and the inadequate design of intersections. The traffic management plan designed to improve this situation includes the following elements:

- (a) rehabilitation of 14 km of streets and cleaning or rehabilitation of 25 km of storm drains;
- (b) improvement of 20 intersections, including seven with traffic lights;
- (c) rehabilitation or new construction of 10 km of sidewalks;
- (d) improvement of signing and road markings by means of some 500 road signs and 10 km of lane marking;
- (e) repair of approximately 500 street lights and installation of about 100 new ones;
- (f) establishment of a pedestrian zone around the Central Market; and
- (g) technical assistance (traffic engineer and road construction engineer) in association with the District Technical Unit (33 man-months in total) for all three elements of the Road Rehabilitation and Construction component.

Approximately 2 km of new roads and 10 km of sidewalks in the city center are proposed to be paved using paving stones under a pilot program supported by specialized technical assistance (30 man-months).

2. Rehabilitation of the Main Access Roads to the City Center (North Bank)

In coordination with (and to complement) the above-mentioned measures in the city center, the following work is proposed on the main access roads to the city center:

- (a) rehabilitation or reconstruction of 20 km of roads, including the associated roadside drainage; the following roads will be resurfaced over a minimum width of 6 m, and some will be widened to 7 and 9 m respectively:
 - East of city center: RR6 (North side) and the cross-links of Missira and Bankoni, 44th Street, Titi Niare Street, and a new laterite road to the industrial zone; and
 - West of city center: Kasse Keita and Ibrahima Diawara Streets and their 3 cross-links, as well as Boulevard de la Paix;
- (b) improvement of 10 intersections on the above-mentioned roads including 3 with traffic lights;
- (c) erection of 160 signs and 9 km of lane marking; and
- (d) installation of about 100 street lights.

3. Infrastructure (South Bank)

The objectives of this project component are to open up the South West area of the South Bank (Bako-Djikoroni, Sabalibougou, Kalabankouro, Niamakoro), prepare the road network for future extensions, and achieve an optimal distribution of traffic with respect to the second Niger bridge (scheduled for completion in 1992). Two types of interventions are proposed:

- (a) construction of 13 km of 30 m right-of-way primary roads creating links between Badalabougou and Kalabankoro, Road RN6 (Algerian Embassy) and Kalabankoura, and between Torokorobougou and Kalabankoura through Sabalibougou, including two reinforced concrete box culverts over the intermittent drainage channels which divide this area during the rainy season;
- (b) off-site infrastructure for the Bako-Djikoroni site, including 5 km of 200 mm diameter water main to supply water area; and
- (c) 3 km of medium-voltage electrical transmission line to the same area.

B. Land Development

4. This element includes the following:
- (a) 160 ha of sites and services, comprising about 2,050 lots ranging in size from 240 m² to 375 m² (and about 30 residential lots of 850 m²). Infrastructure includes 3 km of paved roads, 7 km of laterite roads, storm drainage, water supply through public standpipes, and street lighting on the main roads;
 - (b) 725 ha of minimally serviced land at Kalaban-Sud, comprising about 9,500 lots. Infrastructure includes grading of the main roads, marking of the right-of-way of secondary and tertiary street network, and some groundwater wells (boreholes) for water supply. The primary road network mentioned above under 3(a), will provide access to this area;
 - (c) 200 ha of upgrading in Bankoni, comprising about 3,300 lots. Infrastructure work will include construction of basic main roads and drainage, and regularizing of the lots with granting of secure tenure;
 - (d) 900 ha of land tenure regularization, comprising about 15,000 lots. This project component will be supported and complemented by the cartography element of the project and the strengthening of the Regional Department of Land Management (IDD);
 - (e) 30 km of unpaved primary roads (30 m right-of-way) to complement the paved main road grid of the South West area. Five large culverts for drain crossings are also included; and
 - (f) 60 km of secondary road right-of-ways (20 m width) will be stripped only with the aim of structuring the 725 ha of the minimally serviced land.

The technical assistance for the Land Development Component consists of a site engineer (36 man-months).

C. Multipurpose Mapping

5. The objective of this project component is to produce, for the city of Bamako, mapping usable for various applications. The proposed element includes aerial photographs (scale 1:10,000) and digital mapping with automatic restitution of plans at larger scales (1:1,000; 1:5,000). These plans will serve the District Maintenance Department and the national tax and land management departments for the cadastral survey

and land tenure regularization components of the project. The necessary equipment and technical assistance (cartographer for 18 man-months) will also be provided.

II. INSTITUTION BUILDING

1. Resource Mobilization

- (a) Creation of a District Finance Department: This department is necessary because of the financial effort required from the District and because of the substantial budget which is involved. The main duties of this department will be to prepare and monitor the budget, to establish proper procedures for committing expenditures, and to manage staff and equipment;
- (b) District Treasurer: The District Finance Department mentioned above will work in close collaboration with the new District Treasurer. It is proposed to establish a District Treasurer, physically located in the District, who would handle solely the District and its six communes, without any interference with the accounts of the Central Government; and
- (c) Increase of Revenues: The objective of this project component is to increase the District's capacities for infrastructure maintenance and new investments, so that it can assume its responsibilities in the development of the city and can also service the debt incurred through this project.

Three types of actions are proposed:

- (i) increasing the revenues from business licenses in conjunction with the National Department of Tax Assessment;
- (ii) acceleration of the land tenure regularization carried out by the Regional Department of Land Management with improved collection of the property transfer tax associated therewith; and
- (iii) improvement of the property assessments carried out by the Regional Department of Tax Assessment to increase the base of the street cleaning and refuse collection levies.

The technical assistance for this component comprises a financial management advisor, a tax specialist, and a computer programmer who would all be attached to the District Finance Department (61 man-months).

2. Creation of a District Technical Unit

- (a) This unit will provide the technical assistance and logistical support necessary for the planning, administration, and supervision of the civil works contracts of the project. A senior technical advisor will be assigned to the unit for 36 man-months; and
- (b) Logistical support includes vehicles, equipment, material, supplies, and about 1,500 m² of office space to relocate/house these services.

3. Assistance to the District Maintenance Department (cofinanced by GTZ).

This component will comprise the following elements:

- (a) Technical assistance to the District Maintenance Department (DSTD) to improve the solid waste collection and disposal system (engagement of private contractors for some areas, experimental composting), and also to improve the management of the DSTD, their drain cleaning and septic tank emptying operations. The training and advisory services will be provided by a solid waste management expert, a workshop superintendent, and a composting expert (54 man-months in total);
- (b) Purchase of 20-7 m³ waste containers, various tools and workshop equipment, and vehicle and equipment spare parts; and
- (c) Development of disposal sites for solid waste and sewage sludge.

4. Project Unit

The project unit will continue to be responsible for the overall supervision of the project activities as well as for the institution building components. It will be charged with the administrative and financial coordination of the project, management of the special accounts, and the preparation of disbursement requests.

The project unit will also continue to initiate, administer, and supervise training and studies. This element includes technical assistance and advice to the project director for 66 man-months, vehicles and equipment, and 54 man-months for the following: feasibility study for a third urban project, feasibility study for introduction of property tax, and short-term technical assistance.

The table on the following page presents a summary overview of the proposed technical assistance.

MALI
SECOND URBAN PROJECT

Technical Assistance Overview

Component/ Position	Long-/Short- Term (man-months)	Assigned to	Located at
I. <u>INFRASTRUCTURE</u>			
A. <u>Road Rehab. & Const.</u>			
- Traffic Engineer	24/9		STD
- Paving Experts	24/6	CTD	
B. <u>Land Development</u>			
- Site Engineer	36/	CTD	
C. <u>Multipurpose Mapping</u>			
- Cartographer	12/6		DKTC
II. <u>INSTITUTION BUILDING</u>			
A. <u>Resource Mobilization</u>			
- Financial Management Advisor	24/6	DNICT	DFD
- Computer Programmer	12/12	CTD	DFD IDD DFD
- Tax Expert	/7		DFD
B. <u>District Technical Unit</u>			
- Sr. Technical Advisor	36/	CTD	
C. <u>DSTD (GTZ cofinanced)</u>			
- Solid Waste Management Expert	24/		DSTD
- Workshop Superintendent	24/		DSTD
- Composting Expert	/6		DSTD
D. <u>Project Unit</u>			
- Advisor to the Project Director	36/	PUM	
- Training	30/	PUM	
- Unallocated	/24	PUM	
Total	<u>282/76</u> man-months (54 thereof cofinanced by GTZ)		

Abbreviations:

CTD:	Cellule Technique du District (District Technical Unit)
STD:	Bureau de Transport du District (District Traffic Management Unit)
DKTC:	Direction Regionale de Topographie et Cartographie (Regional Department of Topography and Cartography)
DNICT:	Direction Nationale de l'Interieur et des Collectivites Territoriales (National Department of the Interior and Local Governments)
DFD:	District Financial Department
IDD:	Inspection Domaniale du District (District Land Inspectorate)
DSTD:	Direction des Services Techniques du District (District Maintenance Department)
PUM:	Project Unit

5. Training

The primary objectives of the overall training program will be to strengthen the institutional capabilities of the various agencies and administrative units connected with the project. Because of the diversity of job positions and work disciplines involved in the project components, the upgrading of staff capabilities will be accomplished through a variety of job-specific training programs that will be implemented internally, at local training institutions, and at institutions outside the country. The training methodology and tasks for this component of the project are described below, in conjunction with the flow chart and schedule attached at the end of this annex:

- (a) Methodology. The methods to be used to upgrade staff will be determined by the actual training needs of each individual and identification of the most efficient ways to meet these needs. This will include:
 - (i) On-the-Job-Training (OJT) to be conducted by technical assistance experts and senior staff on a one-to-one basis, or with small groups of trainees. This training is to be based upon the identification and description of each job-related task that the trainee must master in order to be competent in his/her job position. The training will not be considered complete until the trainer has certified that the trainee can perform each of the tasks in a proficient manner and without supervision;
 - (ii) Work/Study Programs to be conducted at similar institutions (i.e., a Department of Finance, Urban Planning Unit, or Public Works Department) outside the country where staff can gain first-hand operational experience working in a more successful environment. These programs (stages pratiques) could also include specific study assignments in related background subjects (i.e., municipal accounting practices, municipal maintenance planning, etc.);
 - (iii) Short Courses, Seminars, and Workshop to be conducted in-house, at local institutions, and at institutions outside the country. These programs would primarily be directed to senior and mid-level staff on such topics as (a) personnel policies; (b) work supervision; (c) financial planning and management, and (d) advanced technical subjects, and would be directly related to local institutional requirements;
 - (iv) Training at Local Institutions to be conducted primarily for mid- and lower-level staff to develop basic skills and job-related knowledge. This training will involve

release time from the job so that trainees can attend courses either part-time on a daily basis.

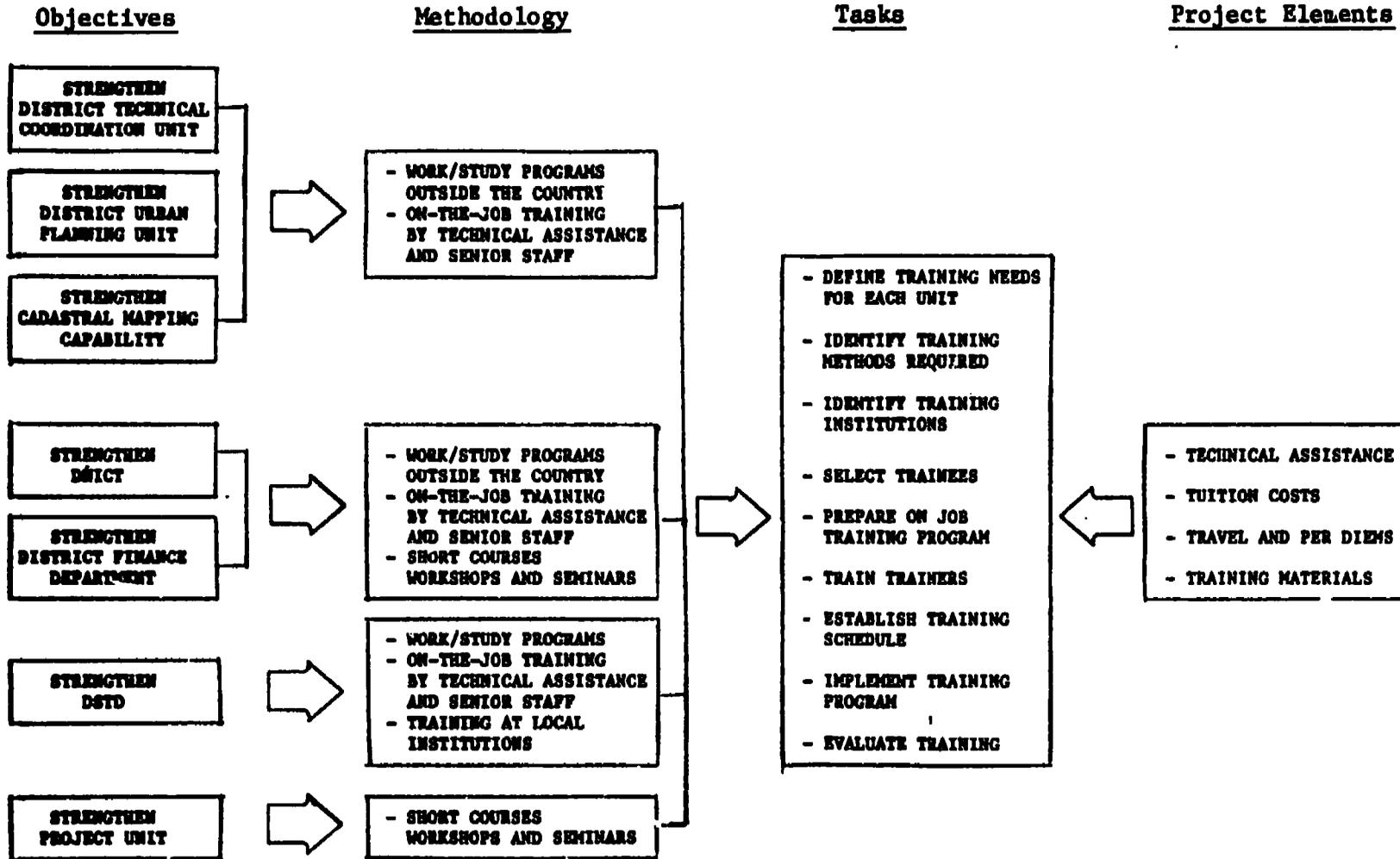
- (b) Tasks. The tasks necessary to establish and implement the training program will require a variety of inputs and actions on the part of the local administrative staff and the technical assistance experts. These tasks, as outlined below, will need to be defined in detail during the initial phases of the project.
- (i) Definition of Training Needs will be accomplished after institutional functions and job descriptions have been established. Job tasks, skills, and knowledge required for each job position will then be compared with the skill and knowledge levels of existing staff and/or new recruits. Identified skill and knowledge deficiencies will then form the basis for the proposed training program;
 - (ii) Identification of Training Methods will be based upon the training needs assessment and will establish the types of training to be utilized for each of the job positions, i.e., OJT, short courses, work/study programs, seminars, etc;
 - (iii) Identification of Training Institutions will follow the selection of training methods. When the training cannot be accomplished in-house, these will include local training centers, specialized training institutes outside the country, and similar agencies in cities of comparable size. The training programs will be developed jointly with the selected institutions, taking into account entrance requirements, program content, scheduling, and costs;
 - (iv) Selection of Trainees will be based upon the results of the training needs assessment, staff development priorities, staff scheduling priorities, and the availability of training programs. Selection criteria will also include the trainees' ability to meet the entry requirements of the program;
 - (v) Preparation of the On-the-Job Training Program will be based upon the functions and tasks listed in the various job descriptions. A detailed list of tasks for each job position will be compiled in which the trainee must demonstrate acceptable proficiency to successfully complete the program. As proficiency is demonstrated for each task, the trainee will assume full responsibility for that task from his/her technical assistance counterpart and/or superior;

- (vi) A Train-the-Trainers Course will be required for all senior staff and technical assistance specialists who are involved in the OJT program and who have not had previous training and experience in this area. The three- to five-day course will include training objectives, methodology, and techniques, and will be conducted by a training specialist in-house;
 - (vii) A Training Schedule will be established for all phases of the program including in-house, local training, and training outside the country. Consideration will be given to trainee released time (from work), instructor availability, and course schedules at outside training institutions. The schedule will be defined during project start-up and should continue beyond the end of the project;
 - (viii) Implementation of the Training Program will be accomplished according to the established schedule and will be monitored periodically to determine training effectiveness. Responsibility for the program will rest with the Project Unit, senior administrative staff, and the technical assistance specialists. Each quarterly project report will include a section on training activities and progress to assist in the monitoring and supervision of the training component; and
 - (ix) Evaluation of Training will be guided by the primary principle of job competency. Evaluation procedures will be established to verify that the trainee is proficient and competent in his/her job position. Favorable evaluation of OJT will be followed by the turnover of job responsibilities from the technical assistance specialist to the trainee/employee where applicable. Other in-house training, and training at outside institutions, will be evaluated by measured improvements in employee performance upon return to the job position.
- (c) Costs to be Financed. Financing for the project training component will be allocated through the following items:
- (i) Technical Assistance. Although primarily utilized to perform tasks and assignments for which local expertise is not available, all technical assistance experts will be required to perform training functions related to their fields of expertise. In addition, depending upon the technical assistance profiles, it may be necessary to utilize a training specialist for four to six weeks at project start-up, and for brief periods during the remainder of the project;

- (ii) Tuition Costs will be financed for trainees/employees attending local institutions and institutions outside the country;
- (iii) Travel and Per Diem Expenses will be financed for courses, seminars, workshops, and work/study programs outside the country; and
- (iv) Training Support Materials will be required for in-house training activities and will be financed through the project.

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SECOND URBAN PROJECT

Training Activities



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SECOND URBAN PROJECT

Schedule of Training Activities

	<u>87</u>	<u>88</u>	<u>89</u>	<u>90</u>	<u>91</u>
	J.....	J.....	J.....	J.....	J.....
A. Definition of Training Needs					
1. District Technical Coordination Unit	XXXXXX				
2. District Urban Planning Unit	XXXXXX				
3. Nat'l Regional Directorates of Topography	XXXXXX				
4. Regional Directorates of Land Management	XXXXXX				
5. Nat'l Directorate of Interior (DNICI)	XXXXXX				
6. District Finance Dept.	XXXXXX				
7. District Techn. Services Dept.	XXXXXX				
8. Project Unit	XX				
B. Identification of Training Methods	XXXXXX				
C. Identification of Training Institutions					
1. Local	XXXX				
2. Outside the Country	XXXXXX				
3. Twinning Arrangements	XXXX				
D. Selection of Trainees.	XXXXXX				
E. Preparation of On-the-Job Trg. Programs					
1. List of Tasks for Each Job Position	XXXXXX				
2. Schedule for Transfer of Job Responsibilities	XXXXXX				
F. Train Senior Staff as Trainers					
1. Prepare Workshop Materials	XX				
2. Conduct Workshops	XX				
G. Establish Project Training Schedule	XXXX				
H. Implement Training					
1. On-the-Job	XXXX.XXX.XXX.XXX.XXX.XXX.XXX.XXX.XXX.XXX.XX				
2. At Local Institutions	XXXX.XXX.XXX.XXX.XXX.XXX.XXX.XXX.XXX.XXX.XX				
3. At Overseas Institutions					
a) Workshops, Seminars & Short Courses	XXXX.XXX.XXX.XXX.XXX.XXX.X				
b) Work/Study Programs	XXXX.XXX.XXX.XXX.XXX.XXX.X				
I. Evaluate Training Through					
1. Takeover of Job Responsibilities	XXXX.XXX.XXX.XXX.XXX.XXX.XXX.XXX.XXX.XX				
2. Submission of Training Reports	R.....R.....R.....R.....R.....R.....R				

XXX.XXX. = Designates the time period during which the various activities will occur.

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SECOND URBAN PROJECT

Summary Project Costs of
(Base Cost as of January 1984)
(US \$ = CFAF 305)

	CFAF millions				US\$ millions				Percentage of Base Cost	Percentage of Foreign Exchange
	LOCAL	TAXES	FOREIGN	TOTAL	LOCAL	TAXES	FOREIGN	TOTAL		
Infrastructure										
Road Rehabilitation										
Civil Works	1,007.046	566.700	1,707.750	3,442.296	2.026	1.472	4.644	8.941	34.41	51.91
Design and Supervision	38.012	20.470	220.004	287.287	0.101	0.074	0.571	0.746	2.91	76.61
Technical Assistance	34.896	25.598	197.004	258.300	0.091	0.066	0.514	0.671	2.61	76.61
Vehicles and Equipment	0.218	9.124	32.076	50.217	0.021	0.024	0.085	0.130	0.51	65.51
Land Development										
Civil Works	023.506	427.096	1,348.124	2,999.328	2.139	1.111	3.502	6.752	26.01	51.91
Mapping	25.362	10.604	143.763	187.729	0.066	0.040	0.373	0.480	1.91	76.61
Design and Supervision	28.773	21.106	163.096	212.975	0.075	0.055	0.424	0.553	2.11	76.61
Technical Assistance	19.941	14.627	113.032	147.600	0.069	0.039	0.294	0.383	1.51	76.61
Vehicles and Equipment	4.100	4.351	16.400	25.052	0.011	0.012	0.043	0.065	0.31	65.51
Cartography										
Aerial Photography	11.670	13.994	221.506	247.251	0.030	0.036	0.576	0.642	2.51	89.61
Ground Control	11.525	2.774	34.675	49.000	0.030	0.007	0.090	0.127	0.51	70.81
Technical Assistance and Training	15.154	7.440	100.062	131.656	0.039	0.019	0.203	0.341	1.31	82.81
Vehicles and Equipment	29.150	12.235	174.773	216.158	0.076	0.032	0.654	0.761	2.21	80.91
Subtotal	2,138.906	1,152.910	4,562.747	7,854.632	5.354	2.995	11.051	20.402	78.41	58.11
Institution Building										
Resource Mobilization										
Building Construction	29.734	35.640	100.576	233.730	0.077	0.093	0.437	0.607	2.31	72.01
Technical Assistance and Training	66.026	26.730	378.712	472.269	0.174	0.069	0.984	1.227	4.71	80.21
Vehicles and Equipment	11.040	5.749	84.700	101.570	0.029	0.015	0.220	0.264	1.01	83.51
Solid Waste Management										
Technical Assistance and Training	0.000	0.000	145.571	145.571	0.000	0.000	0.570	0.570	1.51	100.01
Vehicles and Equipment	42.026	4.610	23.371	70.000	0.109	0.012	0.061	0.182	0.71	33.41
Civil Works	19.373	2.153	21.320	42.043	0.050	0.006	0.055	0.111	0.41	49.81
Project Unit										
Electricity	38.433	15.374	217.016	271.623	0.100	0.040	0.566	0.706	2.71	80.21
Technical Assistance and Training	91.060	36.424	516.052	643.536	0.237	0.095	1.340	1.672	6.41	80.21
Vehicles and Equipment	24.700	10.200	145.450	180.350	0.064	0.027	0.570	0.661	1.81	80.61
Subtotal	323.194	136.097	1,701.455	2,161.547	0.039	0.356	4.419	5.614	21.61	78.71
TOTAL BASE COST	2,462.101	1,289.015	4,264.203	10,016.198	6.393	3.350	16.271	26.016	100.01	62.51
Physical Contingencies										
Physical Contingencies	315.642	162.215	736.544	1,214.400	0.820	0.421	1.915	3.156	12.11	60.71
Price Contingencies	534.906	201.607	1,260.740	2,057.332	1.309	0.732	3.223	5.364	20.51	60.51
TOTAL PROJECT COST	3,312.729	1,733.717	6,261.486	13,287.931	8.604	4.503	21.406	34.514		62.01
	1987	1988	1989	1990	1991	1992				
Local Price Increases	7.21	6.01	6.01	7.02	7.11	4.01				
Foreign Price Increases	7.21	6.01	6.01	7.02	7.11	4.01				

a/ Totals may not add up due to rounding.

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SECOND URBAN PROJECT

Detailed Cost Estimates - Infrastructure

(Base Cost as of January 1986)
(CFAF million)

	<u>LOCAL</u>	<u>TAXES</u>	<u>FOREIGN</u>	<u>TOTAL</u>
Road Rehabilitation				
Civil Works				
Site Preparation	127.5	61.9	191.3	380.7
Roads	633.0	307.1	949.5	1,889.6
Drainage	190.2	92.3	285.4	567.9
Off-site Water Line	43.4	24.9	80.6	148.9
Traffic Signals / Street Lighting	93.7	80.6	281.0	455.2
Design	21.6	15.8	122.2	159.6
Supervision	17.3	12.7	97.8	127.7
Technical Assistance: Long-Term	26.6	19.5	150.7	196.8
Technical Assistance: Short-Term	8.3	6.1	47.1	61.5
Equipment / Vehicles	8.2	9.1	32.9	50.2
Land Development				
Civil Works				
Site Preparation	250.6	121.6	375.9	748.0
Roads	151.8	73.6	227.7	453.2
Drainage	248.4	120.5	372.6	741.5
Water Supply	127.9	73.5	237.6	439.0
Electricity	44.8	38.5	134.4	217.7
Mapping	25.4	18.6	143.8	187.7
Design	16.0	11.7	90.7	118.4
Supervision	12.8	9.4	72.4	94.6
Technical Assistance: Long-Term	19.9	14.6	113.0	147.6
Equipment / Vehicles	4.1	4.6	16.4	25.1
Cartography				
Aerial Photography	11.7	14.0	221.6	247.3
Ground Control	11.6	2.8	34.7	49.0
Tech. Assist. and Training: Long-Term	8.3	3.3	46.9	58.4
Technical Assistance: Short-Term	6.9	4.1	62.0	73.0
Equipment	26.3	10.5	148.9	185.7
Vehicles	2.9	1.7	25.8	30.4
TOTAL BASE COST	2,139.0	1,152.9	4,562.7	7,854.7
Physical Contingencies	279.0	146.3	354.7	980.0
Price Contingencies	480.2	258.2	947.6	1,686.0
GRAND TOTAL	2,898.2	1,557.4	6,065.1	10,520.7

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SECOND URBAN PROJECT

Detailed Cost Estimates - Institution Building

(Base Cost as of January 1986)
(CFAF million)

	LOCAL	TAXES	FOREIGN	TOTAL
Resource Mobilization				
Tech. Assist. and Training: Long-Term	49.6	19.8	281.1	350.6
Technical Assistance: Short-Term	17.2	6.9	97.6	121.7
Equipment	6.7	4.0	60.0	70.6
Building Construction	29.7	35.6	168.4	233.8
Vehicles	4.4	1.8	24.8	31.0
Solid Waste Management				
Tech. Assist. and Training: Long-Term	0.0	0.0	129.4	129.4
Technical Assistance: Short-Term	0.0	0.0	16.2	16.2
Equipment	36.3	4.0	14.1	54.4
Vehicles	5.7	0.6	9.2	15.6
Civil Works: Dumpsites	19.4	2.2	0.0	21.5
Workshop	0.0	0.0	21.3	21.3
Project Unit				
Studies	38.4	15.4	217.8	271.6
Tech. Assist. and Training: Long-Term	45.5	18.2	257.7	321.3
Unallocated Tech. Assist.	16.5	6.6	93.7	116.9
External Training	29.1	11.6	164.7	205.3
Equipment	23.1	9.2	130.7	163.0
Vehicles	1.6	1.0	14.8	17.4
TOTAL BASE COST	<u>323.2</u>	<u>136.9</u>	<u>1,701.5</u>	<u>2,161.5</u>
Physical Contingencies	36.7	15.9	181.8	234.4
Price Contingencies	54.7	23.5	293.1	371.4
GRAND TOTAL	<u>414.6</u>	<u>176.3</u>	<u>2,176.4</u>	<u>2,767.3</u>

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SECOND URBAN PROJECT

Project Cash Flow

(CFAF millions)

	Total	Year 1 CY86	Year 2 CY87	Year 3 CY88	Year 4 CY89	Year 5 CY90	Year 6 CY91	Year 7 CY92	Year 8 CY93
SOURCES									
IDA Credit	10,780.0	450.0	735.0	2,049.0	2,263.0	2,102.0	1,671.0	1,078.0	432.0
Cofinancing	288.8	288.8	0.0	0.0	0.0	0.0	0.0	0.0	0.0
Government Contribution	2,219.2	205.9	764.3	536.1	430.2	188.0	94.7	0.0	0.0
Total Sources	13,287.9	944.6	1,499.3	2,585.1	2,693.2	2,290.0	1,765.7	1,078.0	432.0
APPLICATIONS									
Civil Works									
Infrastructure	4,236.5	0.0	1,417.9	1,127.5	764.7	452.6	473.9	0.0	0.0
Land Development	3,188.6	0.0	769.4	1,089.8	1,009.4	276.7	43.3	0.0	0.0
Other	312.6	54.1	140.4	103.2	14.8	0.0	0.0	0.0	0.0
Vehicles and Equipment	2,388.5	497.2	1,220.9	261.2	296.5	112.7	0.0	0.0	0.0
Consultant Services	3,161.6	682.2	1,030.5	630.4	491.7	284.4	42.4	0.0	0.0
Total Applications	13,287.9	1,233.6	4,579.1	3,212.1	2,577.2	1,126.4	559.6	0.0	0.0
Surplus (Deficit) a/	.0	-288.9	-3079.8	-626.9	116.0	1163.6	1206.1	1078.0	432.0
Cumulative Surplus (Deficit)		-288.9	-3368.7	-3995.7	-3879.7	-2716.0	-1510.0	-432.0	.0

a/ Deficits are due to discrepancies between work execution and disbursements.

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SECOND URBAN PROJECT

Government Cash Flow - Procurement Basis

(CFAF million)

	1986	1987	1988	1989	1990	1991	1986-1991	1992-2036	Total
Sources of Funds									
IDA Credit	739	3,815	2,676	2,147	938	465	10,780	0	10,780
Cofinancing Grants	289	0	0	0	0	0	289	0	289
Taxes	94	524	477	375	162	101	1,734	0	1,734
District Repayment	0	30	116	176	214	227	763	5,249	6,012
Total Sources	1,122	4,368	3,269	2,698	1,314	793	13,565	5,249	18,814
Applications									
Project Implementation									
- Infrastructure	233	1,781	1,397	950	566	537	5,464	0	5,464
- Land Development	243	977	1,322	1,236	391	90	4,259	0	4,259
- Cartography	293	420	44	30	10	0	798	0	798
- Resource Mobilization	144	523	230	70	28	0	996	0	996
- Solid Waste	106	137	70	8	0	0	320	0	320
- Project Unit	200	358	346	356	191	0	1,450	0	1,450
Subtotal	1,220	4,196	3,409	2,650	1,186	627	13,288	0	13,288
Maintenance Govt. Roads	4	4	4	5	5	5	27	652	679
IDA Credit Repayment	131	112	99	88	83	81	594	12,976	13,569
Total Applications	1,355	4,312	3,511	2,743	1,274	713	13,908	13,628	27,536
Balance	(233)	56	(242)	(45)	40	80	(343)	(8,379)	(8,722)
Excedent-Deficit (-)	(233)	(177)	(418)	(463)	(423)	(343)	(343)	(8,722)	

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SECOND URBAN PROJECT

Project Execution Calendar

	1986	1987	1988	1989	1990	1991
<u>Infrastructure</u>						
Road Rehabilitation	-----○-----	-----	-----	-----		
Road Construction	-----○-----	-----	-----	-----		
Traffic Management	-----○-----	-----	-----	-----		
Traffic Management Tech. Asst.	-----	-----	-----	-----		
Drainage	-----	-----	-----	-----	-----	-----
Tech. Asst. (District Technical Unit)	-----	-----	-----	-----	-----	-----
Sites and Services level 1	-----○-----	-----	-----	-----		
Sites and Services level 2	-----○-----	-----	-----	-----		
Rehabilitation	-----○-----	-----	-----	-----		
Off-Site	-----○-----	-----	-----	-----		
Land Development Tech. Asst.	-----	-----	-----	-----		
<u>Institution Building</u>						
Revenue Assessment and Collection	-----	-----	-----	-----	-----	-----
Financial Management	-----	-----	-----	-----	-----	-----
Training, Tech. Asst.	-----	-----	-----	-----	-----	-----
Mapping, Referencing	-----	-----	-----	-----	-----	-----
Mapping Tech. Asst.	-----	-----	-----	-----	-----	-----
Tenure Regularization	-----	-----	-----	-----	-----	-----
District Maintenance Department	-----	-----	-----	-----	-----	-----
District Maint. Dept. Tech. Asst.	-----	-----	-----	-----	-----	-----
Project Coordination Unit	-----	-----	-----	-----	-----	-----
Project Unit Tech. Asst. and Training	-----	-----	-----	-----	-----	-----

----- Preparation (engineering and call for bids)
 ○ Contract award
 ----- Execution

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SECOND URBAN PROJECT

Project Implementation Responsibilities

Project Elements	Executing or Supervising Agency	%
		Project Cost
<u>Infrastructure</u>		
Road rehabilitation & construction and traffic management measures (including paving stone roads)	District Technical Unit and Regional Directorate of Public Works	41
Land development	Regional Directorate of Urbanism	32
Aerial photography and cartography	National and Regional Directorates of Topography	2
Cadastral survey	Regional Directorate of Topography Regional Directorate of Land Management	3
<u>Institution Building</u>		
Revenue assessment & collection	Regional Directorate of Tax Assessment	3
District financial management	District Finance Department National Directorate of Local Authorities	5
Solid waste management	District Maintenance Department	3
Project coordination, training, and financial management	Project Unit	11
		<u>100</u>

MALI

SECOND URBAN PROJECT

Implementing Institutions

A. The District of Bamako

1. Because of its economic and political importance, Bamako District was given the status and functions of a region by the Administrative Reform Law of 1978. The District is thus, at the same time, a municipality and a governorate with the governor administering both the operations of the city itself and the activities of the various central government ministries at the regional level. The 1978 law specifies the following responsibilities for the District:

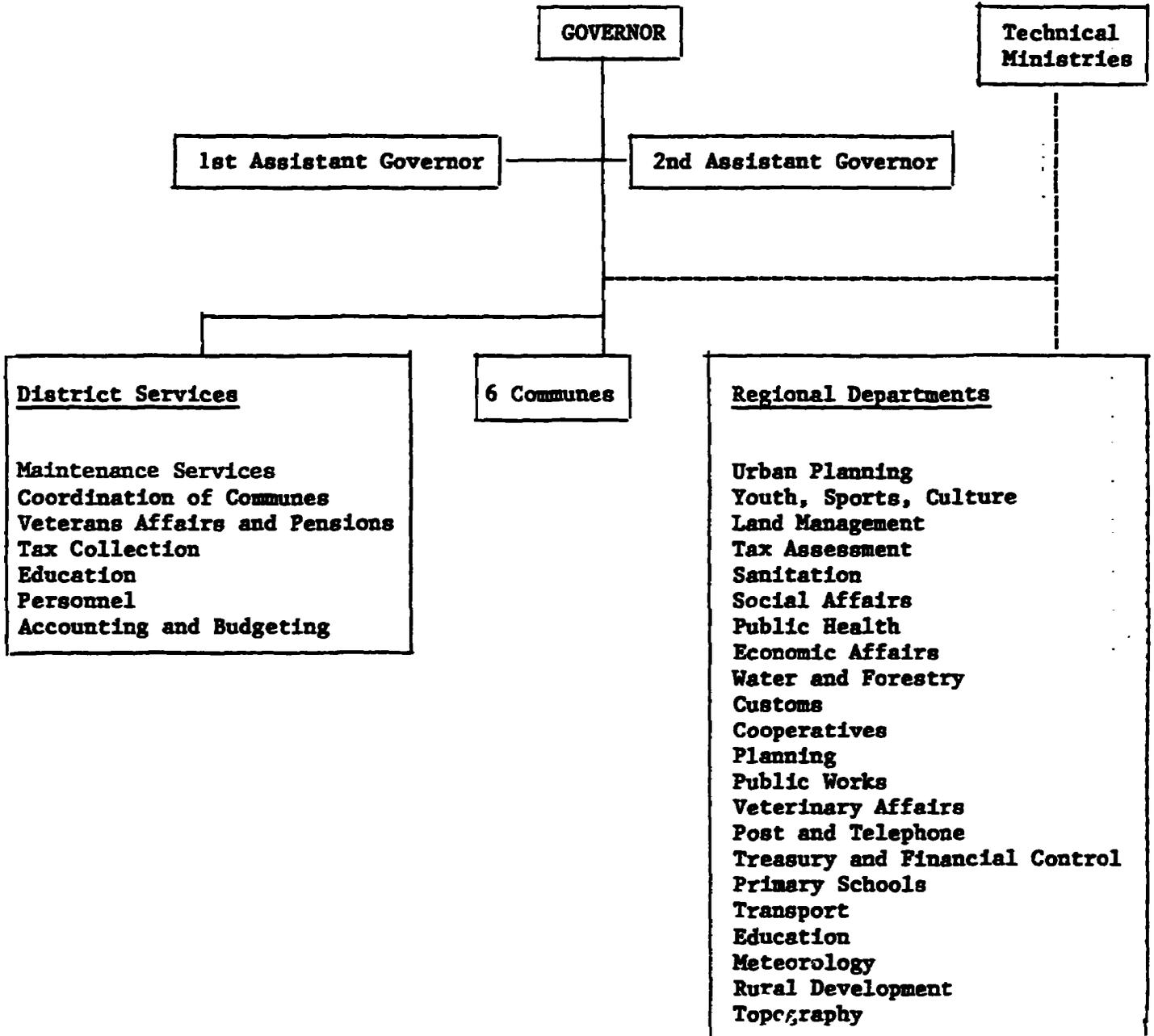
- construction, repair, and maintenance of the road and drainage network (other than roads classified as national);
- traffic management and safety on District roads;
- installation and maintenance of public lighting on District roads including electricity used thereon; 1/
- installation and maintenance of public water taps including water provided thereon; 1/
- construction, repair, maintenance and operation of lorry parks;
- regulation of public transport;
- acquisition and disposition of District lands and other property; and
- development, maintenance, and management of public markets.

2. The same law gives the Governor of Bamako authority over the regional departments of the central government ministries and the District's six communes, as well as the District's own departments. The organizational structure is shown in the following charts.

1/ Energie du Mali, a public utility parastatal, provides both water and electricity to Bamako District.

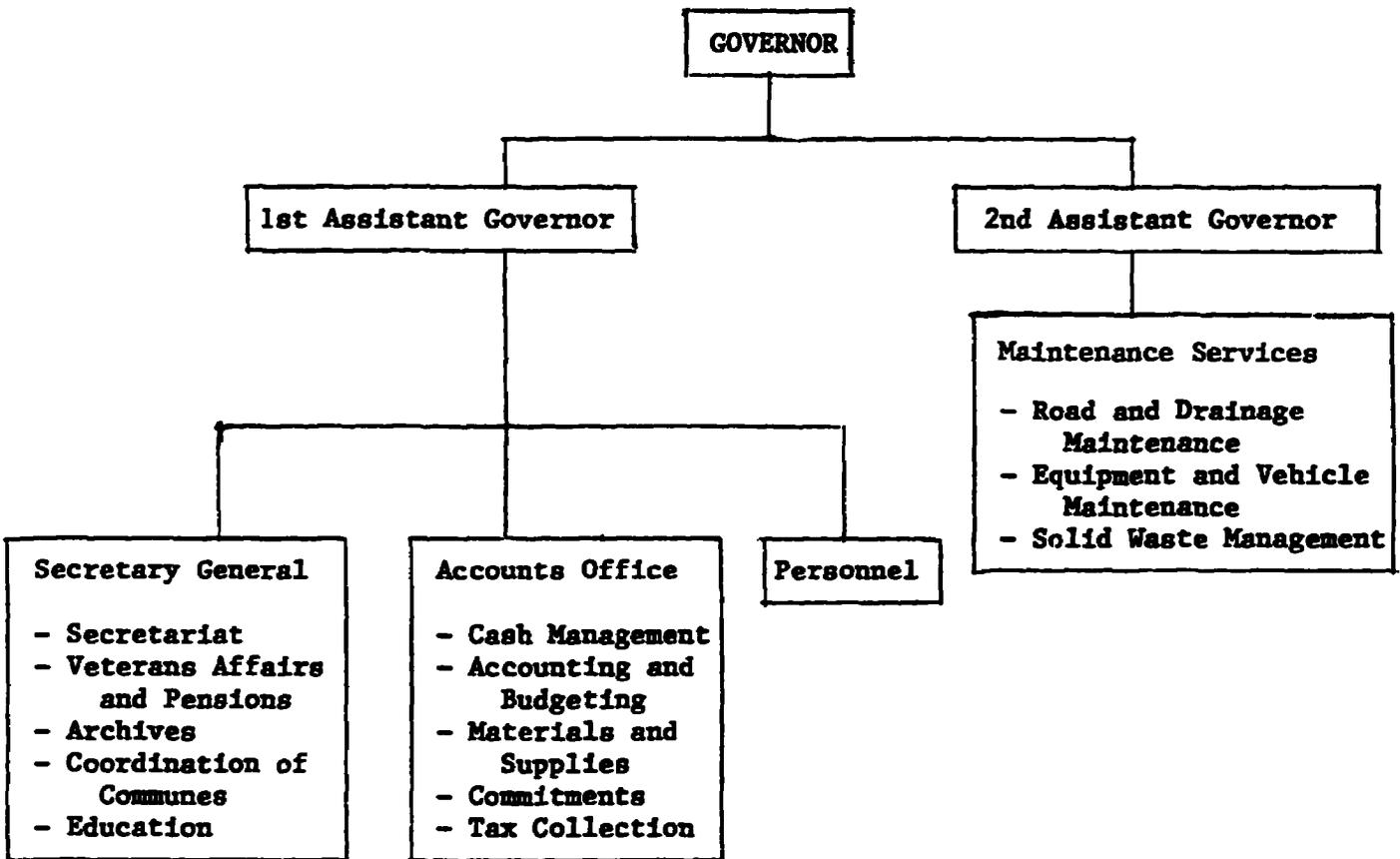
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SECOND URBAN PROJECT
DISTRICT OF BAMAKO

Organization Chart



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DISTRICT OF BAMAKO

Organization Chart of District Services



3. Bamako District is relatively well-organized compared to other cities in the West Africa region, possessing all the necessary technical, financial, and administrative structure to carry out its functions. Consolidation of responsibilities for both municipal and central government functions in a single authority - the Governor - is an important element in this structure. The legal basis (the 1978 law) for this structure and the various responsibilities within it is also clear and unequivocal. However, there are a number of weaknesses and problem areas, described below, which prevent the District from effectively exercising its mandate and meeting the challenge of urban development in Bamako. 2/

4. Personnel Management. The total number of the District's own staff is estimated at 2,000 in all the departments of which the Maintenance Department accounts for about 500 - the largest single department. Due to inadequate records and poor management, the exact number of staff is unknown. There is no detailed staffing table against which the manning of each department would normally be determined. Training (at all levels) is inadequate. Absenteeism is frequent and widespread. An organizational study comprising a complete staffing pattern, assessment of numbers, and qualifications of existing staff, and the design of a new training program would provide the District with the tools for overcoming this problem. The application of short-term technical assistance or consultant resources under the project would be sufficient to accomplish this task.

5. Accounting and Budgeting. The budgets prepared annually by the District are not adequate for management purposes. They are too brief and based on previous years' budgets rather than actual expenditures and detailed projections of requirements. District accounts are likewise not adequately kept. Receipt and expenditure procedures are distorted and unnecessarily long. Accounting is strictly on a cash basis and provides no information on costs of services or projects. Final accounts have not been completed since 1980 (which necessarily weakens the budgeting process) and reconciliation of revenue and expenditure accounts with the Treasury is not done. District cash receipts, which are supposed to be deposited with the Bamako branch of the national Treasury, are sometimes diverted without proper authorization for District expenditures (albeit legitimate expenditures). These weaknesses are due to inadequate management and poor procedures. District resources are of such magnitude as to require a reorganization of the accounting and budgeting function and a higher level of management expertise. A major effort under the project will be required.

2/ A detailed assessment of the staffing and activities of each department of the District is found in Chapter 12 of the project feasibility study which has been placed in the Project File.

6. Maintenance Services. This department is responsible for road and drainage maintenance, sanitation, and maintenance of street lighting and parks and gardens. The department benefited significantly from the first project, receiving new premises with offices, workshop and maintenance equipment, as well as 20 vehicles for sanitation and solid waste management, and technical assistance in vehicle maintenance and sanitation. However, Maintenance Services suffers from inadequate management and poor organization and procedures. Procurement procedures are not defined. There is no programming of activities and supervision is inadequate. Budgetary and commitment procedures are also inadequate. These problems affect most significantly solid waste management, which is the department's most important service (in terms of budget, personnel, and equipment deployment). Technical assistance will be required to remedy these weaknesses and will be provided under the project.

7. Regional Departments. These are the regional establishments of the central government ministries which are responsible for carrying out their various mandates, both capital investment programs and the operation of government services. Under the 1978 law, the regional departments in Bamako District are under the administrative control of the Governor, who has overall responsibility for the development of the District. However, the administration and coordination of the activities of these departments at the District level have proved difficult to achieve. The regional departments, by and large, disregard the instructions of the Governor and continue to seek their direction from and be controlled by their ministry headquarters. While it is normal that the regional departments continue to receive technical direction from their parent ministries, each department pursuing its own program in isolation causes problems of general coordination and leads to more serious implementation problems at the operational level. The regional departments which pose the most problems for the District are those responsible for urban planning, public works, tax assessment and treasury operations because of their impact on the city's physical development and its finances. The reasons for this situation are the fact that the regional departments' programs are financed out of their parent ministries' budgets and the fact that the Governor does not have technical staff competent to deal with the technical ministries. The financial growth foreseen for the District under the project would help to strengthen its coordinating role but this would have to be accompanied by organizational changes and the addition of the appropriate staff if the District is to have the technical strength to carry out its coordination mandate.

8. Treasury. The regional branch of the national treasury is responsible for receiving all monies due to the Government within the District and making all payments. In keeping with the francophone administrative principles of (a) the separation of assessment authorization and receipt payment powers and (b) the unique cash management entity (unicité de caisse), the District's receipts and expenditures are also made by the Treasury. As a convenience, a sub-branch of the Treasury was established within District premises to receive revenues from certain taxes levied by the District. Due to the lack of

District/Treasury account reconciliations, the District regional departments' coordination problem, and the mingling of national and District receipts and payments within the Treasury, the District does not have an accurate picture of its finances and feels that the Treasury is not crediting all receipts due to the District. In retaliation, the District at times diverts revenues received by the sub-branch treasury to payments without passing through the Treasury. This is not legal, but is condoned by the Government. This situation is undesirable to both the District and the Treasury. Improving the District's own financial management capability, as noted above, will remove part of the problem but the treasury also requires improved management and improved organization. The appropriate changes will be made as part of the project.

9. Actions to be taken under the Project. The project would address the District's institutional problems noted above through the creation of two new departments, the strengthening of Maintenance Services, and the restructuring of the regional treasury:

- (a) The District Finance Department would be responsible for the preparation and monitoring of the budget, the keeping of the District accounts including the preparation of annual final accounts, account reconciliation with the Treasury, tax analysis (potential, assessment, collection, effectiveness), analysis of administrative and financial management, and the definition and implementation of accounting, budgeting, and personnel management procedures. The Finance Department would also oversee the organization study and training program formulation described in para 4 above. It would be headed by a qualified Malian director selected from within the Ministry of Finance. The director would be assisted by a municipal finance expert and short-term assistance, as necessary. The project would also provide vehicles and micro-computers and appropriate software for accounting, inventory control, and personnel management.
- (b) The District Technical Unit would report directly to the Governor of Bamako. Its role would be to plan, supervise, and monitor the technical aspects of the project, as well as to coordinate the District's own and regional resources involved in the project. This unit would be headed by a Malian engineer, and would include local administrative staff and two Malian municipal engineers. Its director would be assisted by a senior technical advisor (engineer) who would supervise the other technical assistants provided to the District under the project. The project would also provide vehicles and equipment. This unit would provide the Governor with the technical capability necessary to coordinate the activities of the most important regional departments and will enable the District to develop its land servicing capability.

- (c) The Maintenance Services Department would be strengthened through technical assistance and equipment specifically directed to improving sanitation and solid waste management services. This assistance would also address the general organizational and managerial weaknesses of the departments.
- (d) A District Treasurer, responsible solely for District transactions, would be appointed, taking on these responsibilities from the regional branch of the national treasury. The District Treasurer would continue to be part of the national structure but would limit himself to the District's receipts and payments. He would be a qualified Malian selected from within the Ministry of Finance. The creation of the post of District Treasurer would address the balance of the financial coordination problems, as well as generally assist in improving the management of the District's finances.

B. The Project Unit

10. As in the first urban project, the Project Unit will report directly to the Minister of Interior. Its Director will be the present Director of the first project. Should another person be nominated, his qualification and experience should be acceptable to the Bank. In addition to local administrative staff consisting of two engineers, two accountants, and two secretaries, the Director will be assisted by a project management advisor. The task of the Project Unit will be to assist the District departments and regional departments responsible for project execution. Specifically, the Project Unit will: (a) coordinate and supervise project implementation carried out by the District services; (b) manage the legal and financial aspects of the project (contracts, requests for disbursements); and (c) monitor the overall project execution. In addition, the Project Unit will be responsible for coordinating training activities foreseen under the project for all components.

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MALI
SECOND URBAN PROJECT
Procurement Arrangements
(TBA Share in Parentheses)
(US\$ '000)

Project Category/Element	Number of Packages	Principal Responsible Agency/Dept.	Procurement Methods					Total Value of Procurement
			ICB	LCB	Force Account	Local Shopping	Other	
Civil Works								
Infrastructure - Road construction	5	DRTP,CTD	9,132 (6,849)	1,100 (825)	770 (578)			11,004 (8,252)
Land Development								
Sites and services upgrading	4	CTD	6,626 (5,035)	1,159 (881)	497 (378)			8,282 (6,294)
Solid waste facilities	1	BSTD		130 (99)				130 (99)
Office building	1	CTD		682 (518)				682 (518)
Equipment								
Traffic signals	1	CTD	3,350 (2,481)					3,350 (2,481)
Solid waste management	1	BSTD	87 (65)	50 (37)			173 (129)	310 (232)
District technical unit	1	CTD	338 (254)			34 (26)		372 (279)
Cartography	1	DNTC	887 (686)					887 (686)
District Finance Department	1	Governor's Office		314 (236)		182 (136)		496 (372)
Project Unit	1	PUN		351 (413)		318 (259)		669 (672)
Consultant Services								
Design & supervision	2	CTD					1,888 (1,888)	1,888 (1,888)
District Technical Unit	1	CTD					1,067 (1,067)	1,067 (1,067)
Tech. assist. -Cartography & Surveys	1	DNTC	283 (283)		374 a/ (374)			657 (657)
Tech. assist. -Cadastre	1	DNTC					246 (246)	246 (246)
District Finance Department	1	Governor's Office					1,314 (1,314)	1,314 (1,314)
Technical assistance - Solid waste	1	BSTD					410 (410)	410 (410)
Project Unit & training	Sundry	PUN					2,632 (2,632)	2,632 (2,632)
Total procurement values			20,622 (15,574)	3,987 (3,010)	1,642 (1,330)	534 (400)	7,730 (7,686)	34,514 (28,000)

Abbreviations:

CTD: Cellule Technique du District (District Technical Coordination Unit)
DNTC: Direction Nationale de la Topographie et Cartographie
DRTP: Direction Regionale des Travaux Publics
BSTD: Direction des Services Techniques du District
PUN: Projet Urbain du Mali

a/ Ground survey

MAPUR
March 1986

MALI

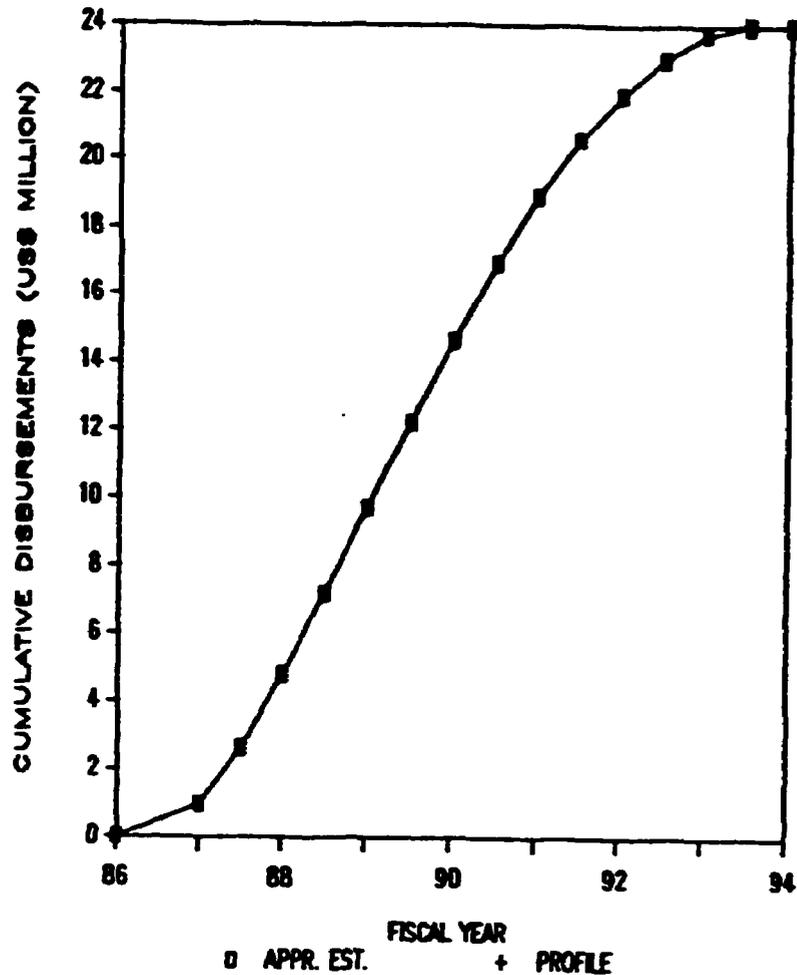
SECOND URBAN DEVELOPMENT PROJECT

Schedule of Disbursements

CUMULATIVE DISBURSEMENTS

US\$ MILLION

FY	QTR.	APPRAISAL ESTIMATE	DISB. a/ PROFILE
87	1	0.3	0.3
	2	1.1	1.1
	3	2.0	2.0
	4	3.1	3.1
88	1	4.2	4.2
	2	5.6	5.6
	3	7.0	7.0
	4	8.4	8.4
89	1	9.8	9.8
	2	11.3	11.3
	3	12.9	12.9
	4	14.3	14.3
90	1	15.7	15.7
	2	17.1	17.1
	3	18.5	18.5
	4	19.7	19.7
91	1	21.0	21.0
	2	22.1	22.1
	3	23.2	23.2
	4	24.1	24.1
92	1	24.9	24.9
	2	25.6	25.6
	3	26.3	26.3
	4	26.9	26.9
93	1	27.4	27.4
	2	27.7	27.7
	3	28.0	28.0
	4		
94	1		
	2		



a/ MALI - IDA - All Loans.

Source: PPD Report of March 9, 1984

Assumed date of Credit Effectiveness: July 1986

WAPUR
March 1986

MALI

SECOND URBAN PROJECT

Allocation and Disbursement of IDA Credit

<u>Item</u>	<u>Amount</u> <u>(US\$ million)</u>	<u>% of Total</u> <u>Estimated Cost</u> <u>to be Disbursed</u> <u>from IDA Credit</u>
Civil works (road rehabilitation)	7.8	75
Civil works (land development)	6.0	75
Equipment and vehicles	3.9	75
Technical assistance, training, consultant services, studies	7.2	100
Unallocated	3.1	
Total	<u>28.0</u>	

WAPUR
February 1986

MALI
SECOND PROJET DE DEVELOPPEMENT URBAIN

District de Bamako: Recettes et Depenses 1982-1994 (avec projet)

(Millions de f CFA)

	1982	1983	1984	1985	1986	1987	1988	1989	1990	1991	1992	1993	1994
RECETTES ORDINAIRES													
EXCEDENT ANTERIEUR	46	156	0	0	0	41	27	120	51	0	8	101	121
PATENTES	514	470	656	555	594	635	718	811	917	1036	1171	1323	1495
MARCHES	43	73	94	108	116	124	132	142	151	162	173	186	199
TAXES REMUNERATOIRES	78	26	166	236	305	332	461	544	629	718	788	864	947
TAXES VOIRIE	0	0	16	18	19	21	22	24	27	31	36	41	48
LOYERS	96	66	68	68	68	68	68	68	68	68	68	68	68
TAXES TRANSPORT	101	73	83	108	113	119	125	131	138	145	152	160	168
DIVERS	135	20	42	19	19	20	21	22	23	24	25	27	28
Total Recettes Ordinaires	1018	884	1125	1111	1234	1360	1574	1863	2005	2185	2421	2769	3073
RECETTE ORDINAIRE ANNUELLE	972	728	1125	1111	1234	1318	1548	1742	1954	2185	2413	2668	2952
DEPENSES ORDINAIRES													
DEFICIT ANTERIEUR	0	0	---	299	90	0	0	0	0	0	0	0	0
IMPAYES	300	300	100	0	0	0	0	0	0	0	0	0	0
SALAIRES	130	150	173	200	220	242	271	304	340	381	419	461	507
ADMINISTRATION	97	74	76	85	89	94	98	103	110	117	127	138	152
VOIRIE	267	308	234	245	263	284	307	332	358	387	418	451	487
EAU, ELECTRICITE, ORDURES MENAGERES	76	60	49	63	69	76	84	92	101	112	123	133	149
DIVERS	51	119	91	83	87	92	96	101	106	111	117	123	129
SERVICE DE LA DETTE - PUN, AUTRES	0	25	222	226	226	226	201	201	201	201	201	201	201
SERVICE DE LA DETTE - SECOND PUN	0	0	0	0	0	30	116	176	214	227	230	230	230
CHARGES RECURRENTES - SECOND PUN	0	0	0	0	30	56	84	128	169	214	239	440	449
TOTAL DEPENSES ORDINAIRES	821	1036	1278	1201	1074	1099	1258	1436	1598	1750	1872	2178	2303
DEPENSE ORDINAIRE ANNUELLE	621	736	845	902	985	1099	1258	1436	1598	1750	1872	2178	2303
EXCEDENT/DEFICIT(-)	197	-152	-153	-90	159	261	317	427	406	435	549	591	770
BALANCE ORDINAIRE ANNUELLE	351	-8	280	209	249	219	290	306	335	434	541	490	649
RATIO ANNUEL DE LA DETTE	0%	3%	20%	20%	18%	19%	20%	22%	21%	20%	18%	16%	15%
RECETTES EXTRAORDINAIRES													
EXCEDENT ORDINAIRE	197	0	0	0	159	261	317	427	406	435	549	591	770
CREDIT IDA	0	0	0	0	287	746	832	660	287	57	0	0	0
COFINANCEMENT	0	0	0	0	0	0	0	0	0	0	0	0	0
CONTREPARTIE MALIENNE	0	0	0	0	65	170	189	150	65	13	0	0	0
AUTRES PRETS, DONS	0	0	0	0	0	0	0	0	0	0	0	0	0
TOTAL RECETTES EXTRAORDINAIRES	197	0	0	0	512	1177	1338	1237	759	505	549	591	770
DEPENSES EXTRAORDINAIRES													
INVESTISSEMENTS IMMOBILIERS	8	0	10	0	19	21	22	24	26	27	29	30	32
GROS AMENAGEMENTS	13	25	69	0	77	83	90	97	105	110	115	121	127
EQUIPEMENT, VEHICULES	20	156	66	0	22	130	84	255	275	289	303	319	335
DEPENSES PROJET	0	0	0	0	352	916	1022	810	352	70	0	0	0
AUTRES DEPENSES	0	0	0	0	0	0	0	0	0	0	0	0	0
TOTAL DEPENSES EXTRAORDINAIRES	41	181	146	0	470	1150	1218	1186	758	497	448	470	494
TOTAL EXCEDENT/DEFICIT(-)	156	-333	-299	-90	41	27	120	51	0	8	101	121	276

HYPOTHESES SIMULATION
(avec projet)

RECETTES ORDINAIRES	1985	1986	1987	1988	1989	1990	1991	1992	1993	1994
PATENTES	555	7.0%	7.0%	13.0%	13.0%	13.0%	13.0%	13.0%	13.0%	13.0%
DROIT FIXE	347	7.0%	7.0%	13.0%	13.0%	13.0%	13.0%	13.0%	13.0%	13.0%
DROIT PROPORTIONNEL	208	7.0%	7.0%	13.0%	13.0%	13.0%	13.0%	13.0%	13.0%	13.0%
MARCHES	108	7.0%	7.0%	7.0%	7.0%	7.0%	7.0%	7.0%	7.0%	7.0%
TAXES REMUNERATOIRES	236									
LETTRE D'ATTRIB.	43	27.9%	8.5%	8.5%	8.5%	8.5%	8.5%	10.0%	10.0%	10.0%
AUTRES FRAIS	35	28.6%	4.5%	4.5%	4.5%	4.5%	4.5%	5.5%	5.5%	5.5%
REGULARISATION	158	29.5%	10.0%	10.0%	10.0%	10.0%	10.0%	10.0%	10.0%	10.0%
TAXES VOIRIE	18	7.0%	7.0%	7.0%	10.0%	12.0%	15.0%	15.0%	15.0%	15.0%
LOYERS	68	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%
TAXES TRANSPORT	108	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%
DIVERS	18	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%

DEPENSES ORDINAIRES

	1985	1986	1987	1988	1989	1990	1991	1992	1993	1994
SALAIRES	200	10.0%	10.0%	12.0%	12.0%	12.0%	12.0%	10.0%	10.0%	10.0%
ADMINISTRATION	85	5.0%	5.0%	5.0%	5.0%	6.0%	7.0%	8.0%	9.0%	10.0%
VOIRIE	245	7.5%	8.0%	8.0%	8.0%	8.0%	8.0%	8.0%	8.0%	8.0%
Eau, ELECTRICITE, ORDURES	63	10.0%	10.0%	10.0%	10.0%	10.0%	10.0%	10.0%	10.0%	10.0%
DIVERS	83	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%
SERVICE DETTE II/PUM	0	0	30	116	176	214	227	230	230	230
CHARGES RECURR. II/PUM	0	30	56	84	128	169	214	239	440	449
INFRASTRUCTURE	0	0	22	48	89	127	169	192	390	397
DIRECTION FINANCIERE	0	30	34	36	39	42	45	47	50	52

HYPOTHESES-DETTE II/PUM

	1986	1987	1988	1989	1990	1991	1992	1993	1994
TOTAL TRAVAUX	3523								
CREDIT IDA	2870								
Taux	8.00%								
DUREE PRET (ans)	25								
DIFFERE (ans)	3								
ECHANC.-DEP. (ans)	6	10%	26%	29%	23%	10%	2%		
DUREE REMBOUR. (ans)	22								
DEBOURSEMENTS	287	746	832	660	287	57	0	0	0
DEPENSES CUMULEES	287	1033	1866	2526	2813	2870	0	0	0
REMBOURSEMENT INTERETS	11	30	116	176	214	227	230	230	230
INTERETS CUMULES	11	30	127	205	341	433	571	662	800
CAPITAL A REMBOURSER	287	1033	1866	2526	2813	2870	2870	2870	2870
REMBOURSEMENT CAPITAL	0	0	0	0	0	0	0	0	0
REMBOUR./CAPITAL CUMULE	0	0	0	0	0	0	0	0	0
ANNUITE REMBOURSEMENT	281	0	0	0	0	0	0	0	0

	1985	1986	1987	1988	1989	1990	1991	1992	1993	1994
TAXES REMUNERATOIRES	236	305	332	461	544	629	718	788	864	947
LETTRE D'ATTRIB.	43	55	60	65	70	76	83	91	100	110
AUTRES FRAIS	35	45	47	49	51	54	56	59	62	66
REGULARISATION	158	205	225	248	272	300	330	362	399	439
CONTRIB. FONDS D'AMEN.	0	0	0	100	150	200	250	275	303	333

MAPUR
March 1986

MALI

SECOND PROJET DE DEVELOPPEMENT URBAIN

District de Bamako: Recettes et Depenses 1982-1994 (sans projet)

(Millions de F cfa)

	1982	1983	1984	1985	1986	1987	1988	1989	1990	1991	1992	1993	1994
RECETTES ORDINAIRES													
EXCEDENT ANTERIEUR	46	156	0	0	0	23	54	45	26	0	0	0	0
PATENTES	514	470	456	535	594	635	680	727	778	833	891	954	1020
MARCHES	48	73	94	108	116	124	132	142	151	162	173	186	199
TAXES REMUNERATOIRES	78	26	164	236	250	265	281	298	316	335	355	376	399
TAXES VOIRIE	0	0	16	18	19	21	22	24	25	27	29	31	33
LOYERS	96	66	68	68	68	68	68	68	68	68	68	68	68
TAXES TRANSPORT	101	73	83	108	113	119	125	131	138	145	152	160	168
DIVERS	135	20	42	18	19	20	21	22	23	24	25	27	28
Total Recettes Ordinaires	1018	884	1125	1111	1179	1275	1383	1457	1525	1594	1694	1800	1914
.recette ordinaire annuelle	972	728	1125	1111	1179	1252	1329	1412	1500	1594	1694	1800	1914
DEPENSES ORDINAIRES													
DEFICIT ANTERIEUR	0	0	333	299	90	0	0	0	0	0	0	27	133
IMPAYES	200	300	100	0	0	0	0	0	0	0	0	0	0
SALAIRES	130	150	173	200	220	242	271	304	340	381	419	461	507
ADMINISTRATION	97	74	76	85	94	103	113	124	137	151	166	182	200
VOIRIE	267	308	234	245	282	324	373	429	493	567	652	749	862
EAN, ELECTRICITE, ORDURES MENAGERES	76	60	49	63	69	76	84	92	101	112	123	135	149
DIVERS	51	119	91	83	91	100	110	122	134	147	162	178	196
SERVICE DE LA DETTE - P.M.U., AUTRES	0	25	222	226	226	226	201	201	201	201	201	201	201
SERVICE DE LA DETTE - SECOND P.M.U.	0	0	0	0	0	0	0	0	0	0	0	0	0
CHARGES RECURRENTES - SECOND P.M.U.	0	0	0	0	0	0	0	0	0	0	0	0	0
Total Depenses Ordinaires	821	1036	1278	1201	1071	1071	1152	1271	1405	1557	1721	1933	2247
.depense ordinaire annuelle	621	736	845	902	981	1071	1152	1271	1405	1557	1721	1906	2114
EXCEDENT/DEFICIT(-)	197	-152	-153	-90	108	204	231	186	120	36	-27	-133	-333
.balance ordinaire annuelle	351	-8	280	209	198	181	177	141	94	36	-28	-106	-200
.ratio annuel de la dette	02	32	202	202	191	182	152	142	132	132	122	112	102
RECETTES EXTRAORDINAIRES													
EXCEDENT ORDINAIRE	197	0	0	0	108	204	231	16	20	36	0	0	0
CREDIT IBA	0	0	0	0	0	0	0	0	0	0	0	0	0
COFINANCEMENT	0	0	0	0	0	0	0	0	0	0	0	0	0
CONTREPARTIE MALIENNE	0	0	0	0	0	0	0	0	0	0	0	0	0
AUTRES PRETS, DONS	0	0	0	0	0	0	0	0	0	0	0	0	0
Total Recettes Extraordinaires	197	0	0	0	108	204	231	16	20	36	0	0	0
DEPENSES EXTRAORDINAIRES													
INVESTISSEMENTS IMMOBILIERS	8	0	10	0	0	12	15	0	0	0	0	0	0
GRDS AMENAGEMENTS	13	25	69	0	0	41	50	0	0	0	0	0	0
EQUIPEMENT, VEHICULES	20	156	66	0	85	97	120	161	120	36	0	0	0
DEPENSES PROJET	0	0	0	0	0	0	0	0	0	0	0	0	0
AUTRES DEPENSES	0	0	0	0	0	0	0	0	0	0	0	0	0
Total Depenses Extraordinaires	41	181	146	0	85	150	186	161	120	36	0	0	0
TOTAL EXCEDENT/DEFICIT(-)	156	-333	-299	-90	23	54	45	26	0	0	-27	-133	-333

HYPOTHESES SIMULATION
(sans projet)

RECETTES ORDINAIRES	1985	1986	1987	1988	1989	1990	1991	1992	1993	1994

.droit fixe	347	7.0%	7.0%	7.0%	7.0%	7.0%	7.0%	7.0%	7.0%	7.0%
.droit proportionnel	208	7.0%	7.0%	7.0%	7.0%	7.0%	7.0%	7.0%	7.0%	7.0%
PATENTES	555	7.0%	7.0%	7.0%	7.0%	7.0%	7.0%	7.0%	7.0%	7.0%
MARCHES	108	7.0%	7.0%	7.0%	7.0%	7.0%	7.0%	7.0%	7.0%	7.0%
TAXES REMUNERATOIRES	236	6.0%	6.0%	6.0%	6.0%	6.0%	6.0%	6.0%	6.0%	6.0%
TAXES VOIRIE	18	7.0%	7.0%	7.0%	7.0%	7.0%	7.0%	7.0%	7.0%	7.0%
LOYERS	68	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%
TAXES TRANSPORT	108	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%
DIVERS	18	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%

DEPENSES ORDINAIRES

DEPENSES ORDINAIRES	1985	1986	1987	1988	1989	1990	1991	1992	1993	1994
SALAIRES	200	10.0%	10.0%	12.0%	12.0%	12.0%	12.0%	10.0%	10.0%	10.0%
ADMINISTRATION	85	10.0%	10.0%	10.0%	10.0%	10.0%	10.0%	10.0%	10.0%	10.0%
VOIRIE	245	15.0%	15.0%	15.0%	15.0%	15.0%	15.0%	15.0%	15.0%	15.0%
EAU, ELECTRICITE, ORDURE	63	10.0%	10.0%	10.0%	10.0%	10.0%	10.0%	10.0%	10.0%	10.0%
DIVERS	83	10.0%	10.0%	10.0%	10.0%	10.0%	10.0%	10.0%	10.0%	10.0%
SERVICE BETTE 2/PUM	0	0	0	0	0	0	0	0	0	0
CHARGES RECURR. 2/PUM	0	0	0	0	0	0	0	0	0	0
(.Voirie)	0	0	0	0	0	0	0	0	0	0
(.Eau, Elec., Ordures)	0	0	0	0	0	0	0	0	0	0

HYPOTHESES-DETTE-2/PUM

	0	1	2	3	4	5	6	7	8
	1986	1987	1988	1989	1990	1991	1992	1993	1994
total travaux	0								
credit IDA	0								
taux	8.00%								
duree pret (ans)	25								
dt differe (ans)	3								
echeanc.-dep. (ans)	4		25%	25%	25%	25%			
duree rebour. (ans)	22								
DEPENSES		0	0	0	0	0	0	0	0
depenses cumulees		0	0	0	0	0	0	0	0
REBOURSEMENT INTERETS		0	0	0	0	0	0	0	0
Interets cumules		0	0	0	0	0	0	0	0
Capital a rembourser		0	0	0	0	0	0	0	0
REBOURSEMENT CAPITAL		0	0	0	0	0	0	0	0
Rembour./capital cumule		0	0	0	0	0	0	0	0
ANNUITE REBOURSEMENT	0	0	0	0	0	0	0	0	0

MALI
SECOND URBAN PROJECT

Resource Mobilization Component

Action Program

Action	Agency responsible	1985				1986				1987				1988				1989				1990				1991				1992				1993				1994			
		3	4	1	2	3	4	1	2	3	4	1	2	3	4	1	2	3	4	1	2	3	4	1	2	3	4	1	2	3	4	1	2	3	4	1	2				
<u>District Finance Department and Treasury</u>																																									
Draft legal document	MEMINT, MEMVIN				12/31																																				
Government consultant on creating of IFD and DT	MEMINT, MEMVIN																																								
Formulation of legal action	MEMINT, MEMVIN																																								
Appointment of key staff	MEMINT, MEMVIN, District																																								
<u>Accounting/Budgeting/Control</u>																																									
Statement of affairs through 12/31/85	District																																								
Final accounts and treasury reconciliation	District, MEMVIN					9/30				6/30				3/31																											
Reorganization plan	District, MEMINT, MEMVIN																																								
Implementation of reorganization	District, MEMINT, MEMVIN																																								
Annual budget	District, MEMINT					11/30		9/30			9/30			9/30			9/30			9/30			9/30			9/30			9/30			9/30			9/30						
Annual tripartite review	IDA, District, MEMINT, MEMVIN																																								
<u>Revenue Mobilization</u>																																									
Reclassification of business	MEMVIN																																								
15% annual assessment increase - business increase	MEMVIN																																								
Referencing of properties	Cartography District																																								
15% annual assessment increase - road + garbage tax	District																																								
Study of reorganization of transport taxes	MEMVIN																																								
Property, regularization procedures	FON																																								

MALI

SECOND URBAN PROJECT

Cost Recovery, Replicability, and Affordability

Cost Recovery

1. Project costs would be recovered through direct or indirect cost recovery mechanisms. About 38% of the total cost would be recovered directly from property sales and user charges, while the balance would be recovered indirectly through (a) local taxes collected by Bamako District (25%) and (b) general taxes collected by Central Government (37%) (see table on page 2).

2. The amount of general and local taxes has been determined according to the following principles: (a) all primary or citywide investments which are normally financed by the State would be recovered through general taxes; (b) all costs pertaining to the project unit (e.g., technical assistance, training, studies) would also be recovered through general taxes; and (c) all costs which are normally financed by Bamako District (in particular, rehabilitation of existing infrastructure and recurrent costs) would be recovered through local taxes.

3. The direct cost recovery mechanism would only be concerned with the land development component; about 95% of this component would be directly recovered through plot sales, the remaining 5% through user charges. A plot sale policy would be implemented in such a way as to recover not only the entire physical cost of the plots and the road grid on the south bank of the Niger, but also the financial charges of the relevant loan which is to be repaid by the District during the project period.

Replicability

4. The above direct cost recovery mechanism is expected to generate about US\$8.7 million total during implementation of the land development component. In order to fully replicate this component, plot sale proceeds representing base costs and overall contingencies will be deposited in the account established under the First Urban Development Project (see para 2.23), whereas plot sale proceeds covering financial charges will be paid to the District. This would permit a real 100% cost recovery of land development expenditures, including all financial charges.

5. Given the increasing importance of the land development account, assurances would be obtained at negotiations that it would be better managed, in order to optimally fulfill its replicability function. This improved management would be guaranteed mainly by

transforming the existing account into a District Infrastructure Fund (DIF) with specific rules regarding disbursement procedures. It should be noted, however, that the DIF's capability for replication could be reduced if its resources were also used for payment of the Government's counterpart contribution, as was done during the first project.

Cost Recovery Mechanisms

<u>Project Components</u>	<u>Means of Recovery</u>
1. <u>Infrastructure</u>	
1.1 Road rehabilitation & traffic management plan	Local taxes
1.2 Main access roads to the center	General taxes
1.3 Paved roads on the south bank of Niger	General taxes
2. <u>Land Development</u>	
2.1 Off-site infrastructure	
(a) water supply, electricity	User charges
(b) street grid on the south bank	Plot sales
2.2 On-site infrastructure	
(a) sites and services	Plot sales
(b) upgrading areas	Plot sales
3. <u>Mapping</u>	General taxes
4. <u>Local Revenue Assessment/Collection</u>	Local taxes
5. <u>Project Unit</u>	
5.1 Technical assistance	General taxes
5.2 Studies	General taxes
5.3 Training	General taxes
6. <u>Other elements</u>	Local taxes

Affordability of New Plots

6. During the six years of the project period, about two-thirds of the demand for new plots would be met by the project. The target group would mainly comprise families between the 13th and the 70th percentile of the income distribution (97% of plots supplied by the project would be affordable to these families; see table below).

Plot Affordability - Sites and Services

Income percentile (up to and including)	Level of monthly income at this percentile	Minimum % of supply affordable to this percentile
10	15,000	-
13	16,600	82
20	21,000	82
30	26,000	82
40	33,000	82
50	40,000	93
70	66,000	97
90	125,000	100

7. For purposes of assessing the affordability of plots, it is assumed that (a) households would be willing to pay up to 20% of their monthly income for a standard loan (10 years repayment term at 10% interest), including dwelling construction costs, plus a cash down payment of 30%; and (b) the average construction cost of a standard dwelling will be 2.0 times the plot cost.

8. Given the weakness of the banking system in Mali, it is more likely that beneficiaries would rely on other sources of funds, such as savings, family support, mutual aid, clubs, etc. Following current local practices, plots will be sold in cash (the down payment corresponding to the cost of a plot). However, to help the poorest families and take into account the experience of the first project, it has been decided to allow quarterly payments during the first year. The repayment scheme will be monitored and managed by the existing housing unit of the District.

Upgrading Sites

9. In the case of upgrading sites, the equivalent monthly mortgage payment to recover the average cost per plot would amount to 6% of the monthly income of a household at the 10th percentile or 4% of median monthly income of a family living in illegal settlements.

MALI

SECOND URBAN PROJECT

Economic Evaluation

A. Road Rehabilitation and Traffic Component

1. The objective of the transport component would be to remove citywide infrastructure constraints to the efficient functioning of Bamako by repairing and extending the road network and introducing traffic management measures in the city center. It would comprise three items: the repair and rehabilitation of street sections and the introduction of traffic management schemes in the city center, including intersection improvements, traffic lights and parking; the upgrading of about 9 km of access roads, and the construction of some 13 km of new asphalt and laterite roads on the South Bank.

2. Traffic volumes range from 3,000 to about 11,000 vehicles per day (excluding two-wheel vehicles) in the city center, 10,000-13,000 vehicles per day on the access roads, and average about 1,500 vehicles per day on the South Bank road sections. Traffic forecasts are based upon an analysis of general factors such as projected overall economic growth, the projected demographic development of Bamako and the likely evolution of the vehicle fleet, and a simplified traffic assignment model taking into account the improvements to the various road sections included under the project. Forecast traffic growth rates vary between 3.5% and 6% for the 1985-95 period.

3. Cost estimates include the costs of civil works, supervision and technical assistance and maintenance, without taxes and duties but including physical contingencies.

4. Benefits consist of savings in vehicle operating costs due to improved road surfaces and characteristics and a reduction in the frequency of stops at intersections in the city center, and time savings for passengers travelling for work-related purposes. With respect to the value of time, one-third of average incomes has been used. Due to the lack of sufficiently precise data, benefits due to reduced congestion in the city center have been quantified only for the main street intersections.

5. Cost and benefit streams have been discounted over a period of 12 years, the estimated average economic life of investments. The results of the computations are summarized in the following table. It shows an overall economic rate of return (ERR) on the component of 30.6% with ERRs for individual items ranging between 19.1% and about 51.3%. Two risks have been considered in the sensitivity analysis. One is that maintenance of the project roads would not be adequate. Assuming a decrease in maintenance costs by 10% would decrease savings in vehicle

operating costs by 10% and time saving by 10%, the ERR for the component would drop to 21.3%, with ERRs for the three main subcomponents ranging between 14.1% and 34.4%. Should estimated benefits be 10% less than anticipated, the effect on the ERR would be less than on inadequate maintenance (26.6%).

Results of Economic Evaluation

Road Rehabilitation and Traffic Component

A. Base Case

	<u>Present Value of Cost at 10%</u>	<u>Present Value of Benefits at 10%</u>	<u>Net Present Value</u>	<u>Benefit/Cost Ratio</u>	<u>Economic Rate of Return</u>
City Center	1,066.4	2,003.1	936.7	1.9	33.4%
Access Roads	1,076.4	2,693.9	1,617.5	2.5	51.3%
South Bank Roads	<u>1,080.0</u>	<u>1,801.4</u>	<u>721.3</u>	1.7	19.1%
Total	<u>3,222.8</u>	<u>6,498.4</u>	<u>3,275.5</u>	<u>2.0</u>	<u>30.6%</u>

B. Sensitivity Analysis

B1 - Decrease in maintenance costs by 10% and decrease in vehicle operating cost and time saving by 10%.

	<u>Present Value of Cost at 10%</u>	<u>Present Value of Benefits at 10%</u>	<u>Net Present Value</u>	<u>Benefit/Cost Ratio</u>	<u>Economic Rate of Return</u>
City Center	1,048.4	1,546.0	497.6	1.5	21.9%
Access Roads	1,055.6	2,047.3	991.8	1.9	34.4%
South Bank Roads	<u>1,070.2</u>	<u>369.0</u>	<u>298.9</u>	1.3	14.1%
Total	<u>3,174.2</u>	<u>4,962.3</u>	<u>1,788.3</u>	<u>1.6</u>	<u>21.3%</u>

B2 - Decrease in benefits by 10%.

	<u>Present Value of Cost at 10%</u>	<u>Present Value of Benefits at 10%</u>	<u>Net Present Value</u>	<u>Benefit/Cost Ratio</u>	<u>Economic Rate of Return</u>
City Center	1,066.4	1,802.8	736.4	1.7	28.2%
Access Roads	1,076.4	2,424.5	1,348.1	2.3	43.9%
South Bank Roads	<u>1,080.0</u>	<u>1,621.2</u>	<u>541.2</u>	1.5	17.0%
Total	<u>3,222.8</u>	<u>5,848.5</u>	<u>2,625.7</u>	<u>1.8</u>	<u>26.6%</u>

B. Land Development Component

6. The objective of the land development component would be to improve living conditions of Bamako's residents and enhance investment in land development and housing by increasing the supply of new plots and continuing a program of upgrading of existing residential areas. During the next six years, around 11,500 new plots, representing about 45% of the total demand, would be supplied for the bulk of the population, whereas 200 ha of existing plots would be rehabilitated out of a total of 15,000 ha of existing spontaneous areas. At the end of the project, the share of spontaneous housing areas would decrease from the current 44% to a more acceptable 28%.

7. The land development component would comprise four main items: (a) 155 ha of sites and services (2,050 plots) with basic street network, drainage, water supply, and street lighting; (b) 725 ha of minimally serviced land (9,500 plots) with a minimum of network secondary streets (graded only) and well-based water supply system; (c) 200 ha of upgrading (3,300 plots); and (d) a basic network of 32.6 km of graded primary roads, aiming at structuring the new expanding areas (including the above 725 ha and the upgrading area) south of the city. This component would also include technical assistance to the District Operational Urban Planning Unit, as well as a regularization program for 15,000 existing plots (involving the legalization of occupancy rights).

8. For purposes of calculating economic rates of return for this component, only the physical components (items (a) to (d) above), with the related technical assistance, have been computed. Cost estimates include the cost of civil works, supervision, and maintenance, without taxes and duties, but including physical contingencies and foreign currency valorization.

9. Benefits with and without the project were based on: (a) an analysis of development patterns in similarly situated areas relative to the proximity of the city center; and (b) a survey of land values in these areas and in the project areas. All the benefits of the component derive from the incremental value of the land (on a square meter basis), along with the increase in value of the residential area per gross ha, due to the improved design of the project sites. However, to avoid double counting with the infrastructure component, part of the benefits (30%), due to the construction of 13 km of new asphalt roads on the South Bank, has been discounted.

10. Other basic assumptions for the calculation of the economic rate of return (ERR) were the following:

- price level: June 1985;
- standard conversion factor for the foreign exchange component: 0.93;

- horizon: five years for the calculation of direct costs and benefits, and 12 years for the net cost and benefit stream; and
- the 725 ha subcomponent has been aggregated with the road grid of the south-west area given their interactions on the benefit stream side.

11. The results are summarized in the following table. It shows an ERR on the component of 43.5%. Two risks have been considered in the sensitivity analysis: (a) one is a decrease of the assessed incremental land value of 10%. In this case, the ERR would drop to 35.3%; (b) the second is a decrease in land value by 10% with an increase in capital costs by 10%. In this case, the ERR would drop to 28.2%.

Results of Economic Evaluation

Land Development Component

A. Base Case

	<u>Present Value of Cost at 10%</u>	<u>Present Value of Benefits at 10%</u>	<u>Net Present Value</u>	<u>Benefit/Cost Ratio</u>	<u>Economic Rate of Return</u>
725 ha + Grid road	1,086.5	2,118.4	1,031.9	2.7	56.8%
Bako-Djikoroni	1,104.3	1,516.4	412.1	1.4	31.8%
Baconi	<u>402.4</u>	<u>582.1</u>	<u>179.7</u>	1.4	33.4%
Total	<u>2,593.2</u>	<u>4,216.9</u>	<u>1,623.7</u>	<u>1.6</u>	<u>43.5%</u>

B. Sensitivity Analysis

B1 - Decrease in land value by 10%.

	<u>Present Value of Cost at 10%</u>	<u>Present Value of Benefits at 10%</u>	<u>Net Present Value</u>	<u>Benefit/Cost Ratio</u>	<u>Economic Rate of Return</u>
725 ha + Grid road	1,086.5	1,906.6	820.1	2.4	48.3%
Bako-Djikoroni	1,104.3	1,364.7	260.4	1.2	23.9%
Baconi	<u>402.4</u>	<u>523.9</u>	<u>121.5</u>	1.3	26.1%
Total	<u>2,593.2</u>	<u>3,795.2</u>	<u>1,202.0</u>	<u>1.5</u>	<u>35.3%</u>

B2 - Decrease in land value by 10% and increase in capital costs by 10%.

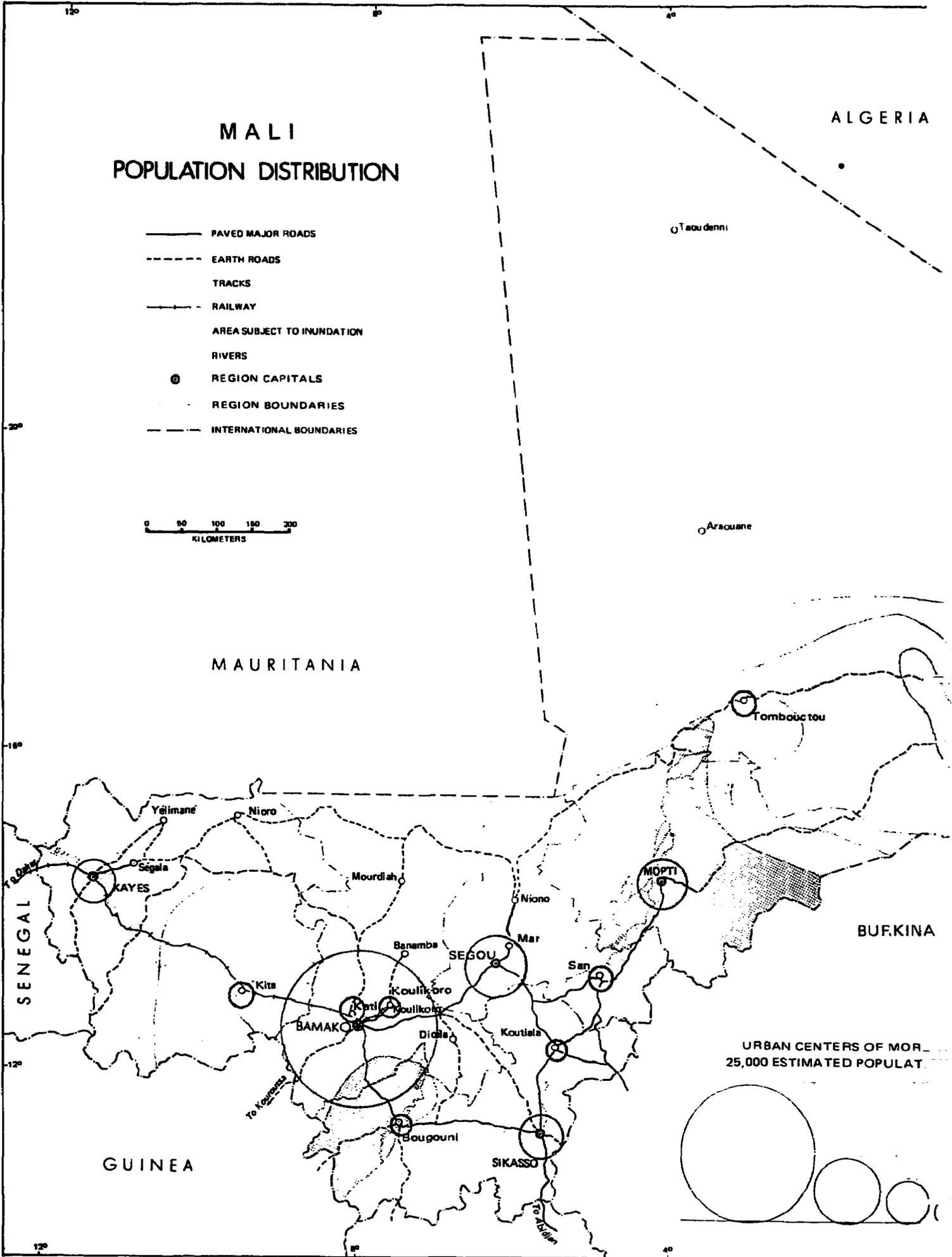
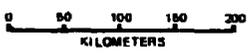
	<u>Present Value of Cost at 10%</u>	<u>Present Value of Ben- efits at 10%</u>	<u>Net Present Value</u>	<u>Benefit/ Cost Ratio</u>	<u>Economic Rate of Return</u>
725 ha + Grid road	1,203.2	1,906.6	703.4	2.2	40.8%
Bako-Djikoroni	1,224.3	1,364.7	140.4	1.1	16.9%
Baconi	<u>445.7</u>	<u>523.9</u>	<u>78.1</u>	1.2	19.6%
Total	<u>2,873.2</u>	<u>3,795.2</u>	<u>921.9</u>	<u>1.3</u>	<u>28.2%</u>

WAPUR
December 1985

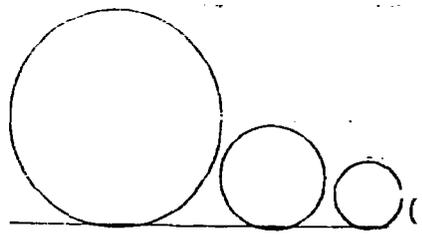
MALI

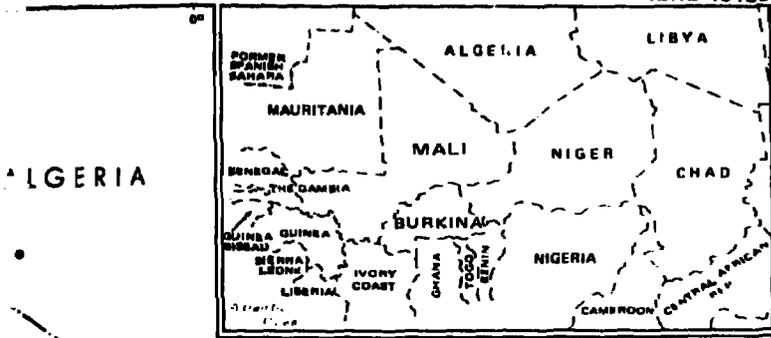
POPULATION DISTRIBUTION

- PAVED MAJOR ROADS
- - - - EARTH ROADS
- +—+—+ TRACKS
- +—+—+ RAILWAY
- ▨ AREA SUBJECT TO INUNDATION
- RIVERS
- ⊙ REGION CAPITALS
- - - - REGION BOUNDARIES
- - - - INTERNATIONAL BOUNDARIES

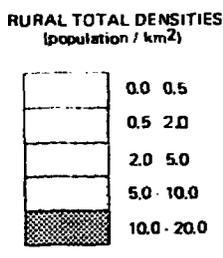
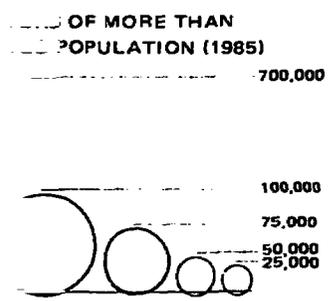
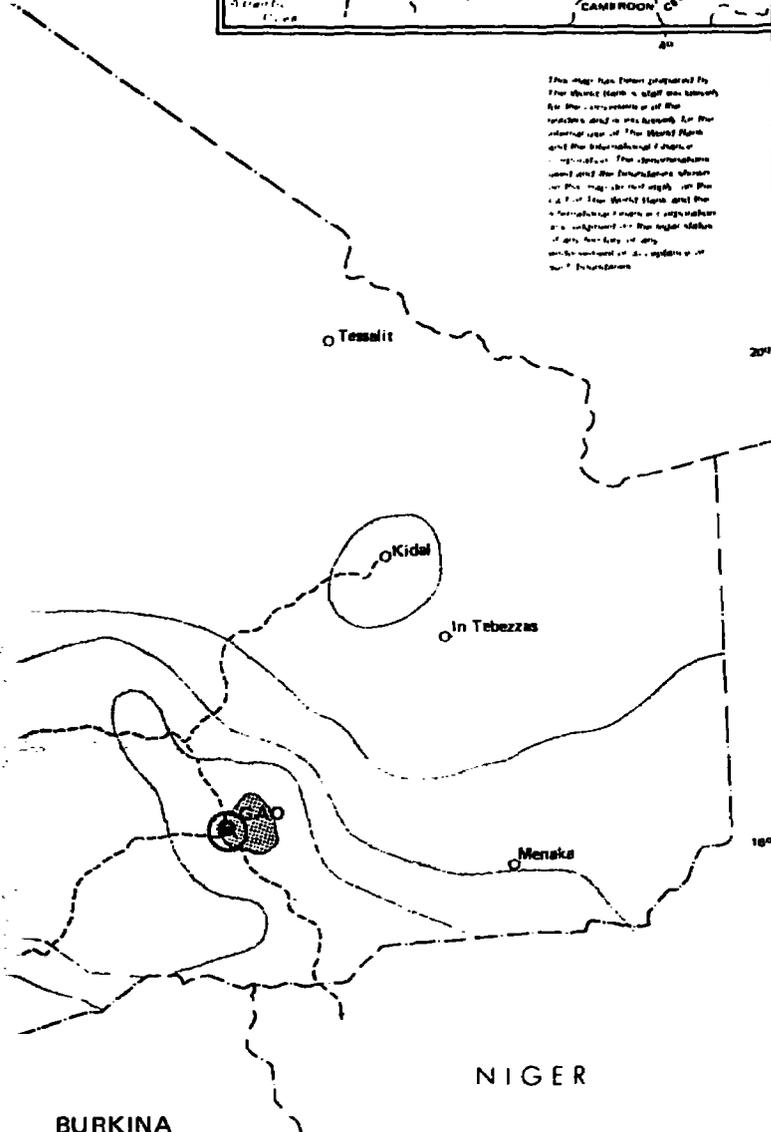


URBAN CENTERS OF MORE THAN 25,000 ESTIMATED POPULATION

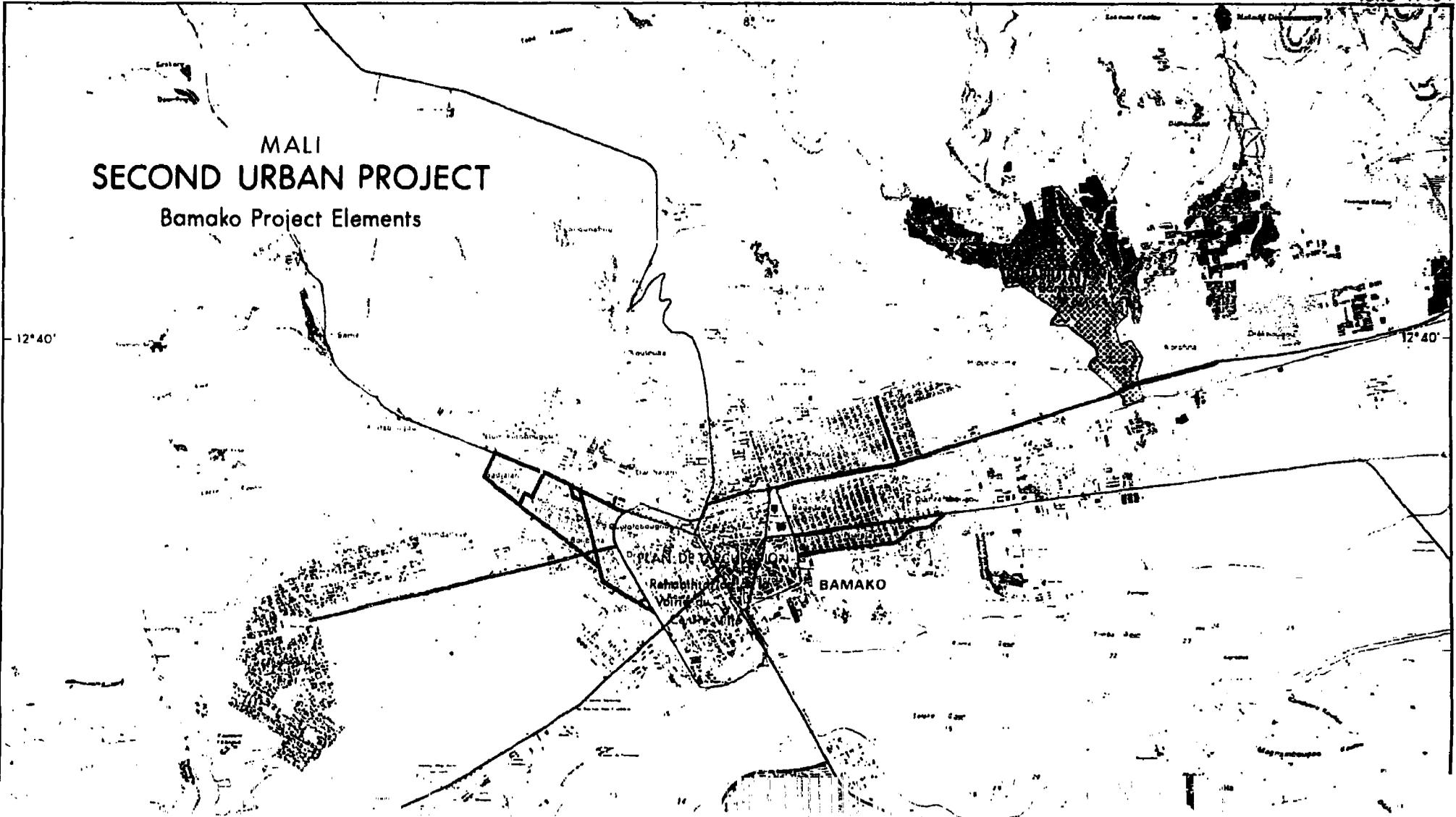


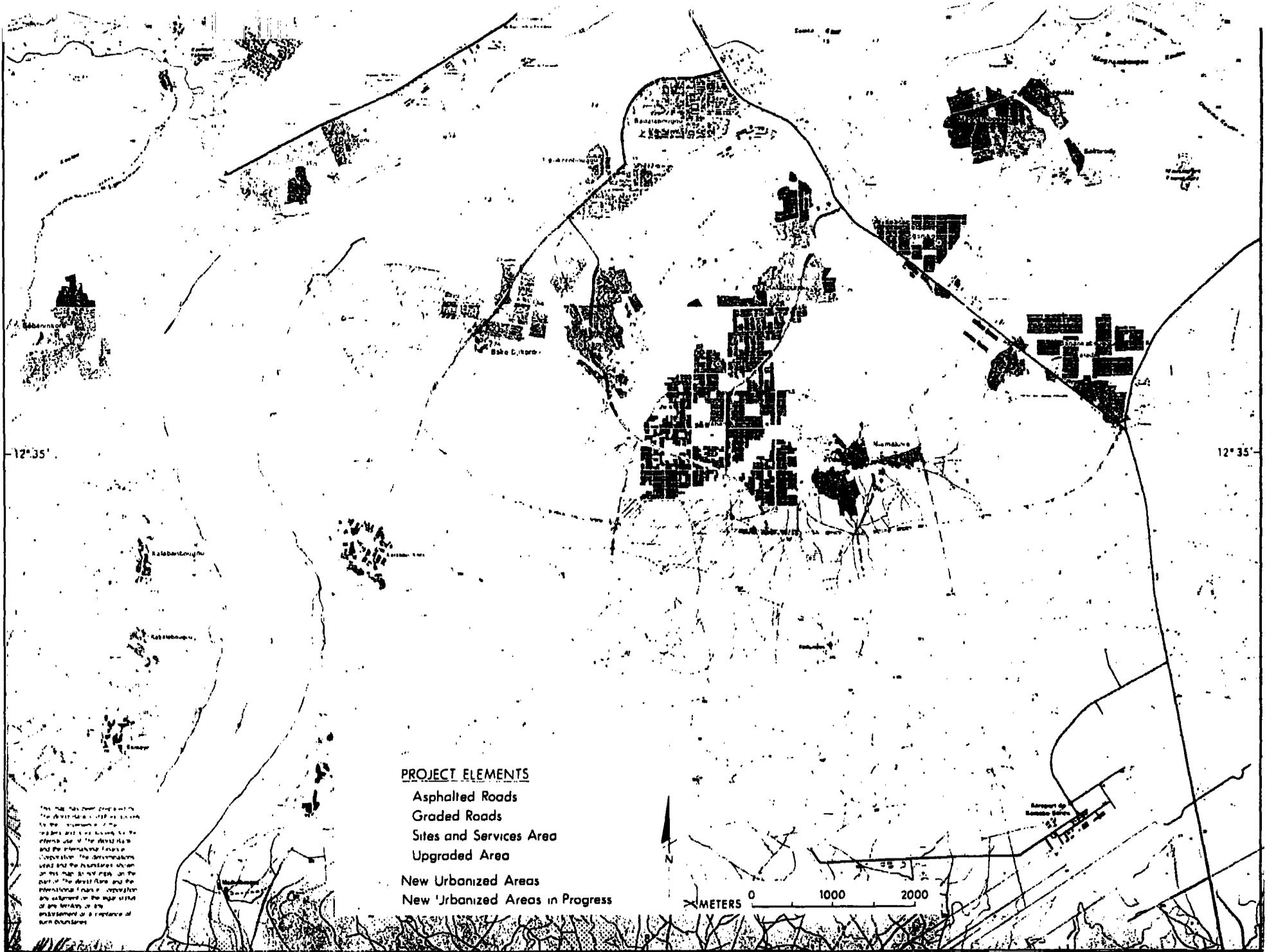


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MALI
SECOND URBAN PROJECT
Bamako Project Elements





12°35'

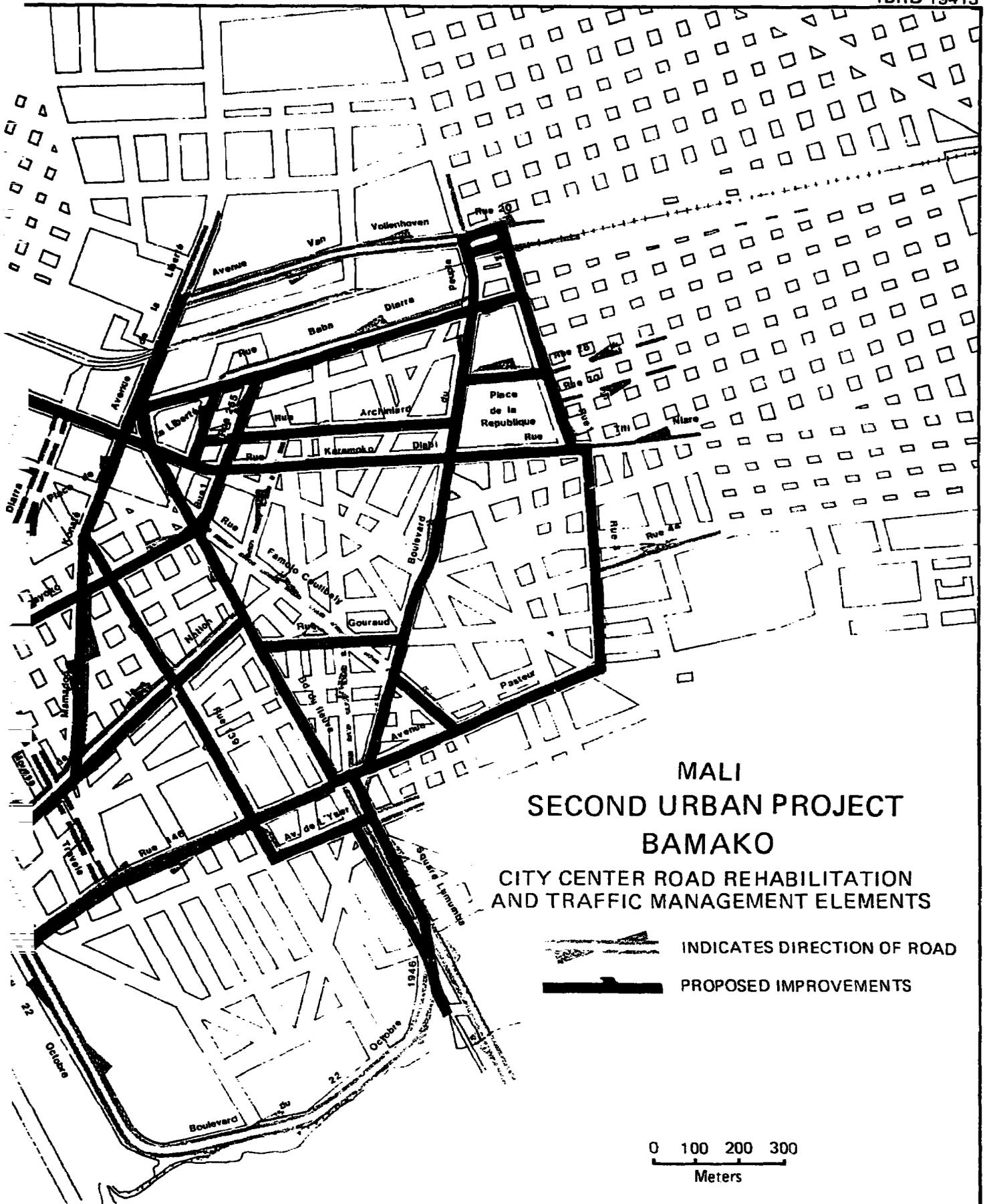
12°35'

PROJECT ELEMENTS

- Asphalted Roads
- Graded Roads
- Sites and Services Area
- Upgraded Area
- New Urbanized Areas
- New Urbanized Areas in Progress

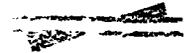
METERS 0 1000 2000

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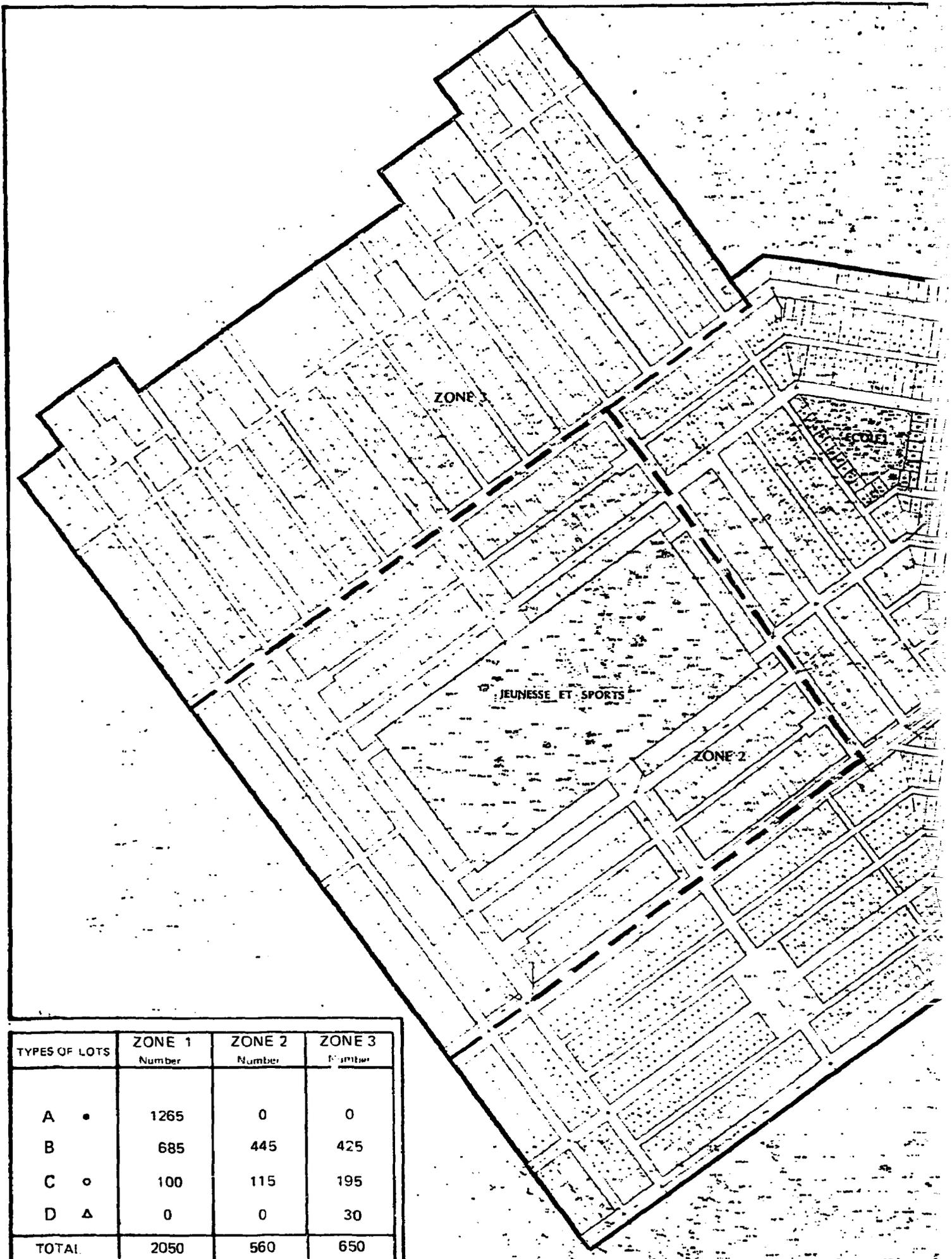


MALI
 SECOND URBAN PROJECT
 BAMAOKO

CITY CENTER ROAD REHABILITATION
 AND TRAFFIC MANAGEMENT ELEMENTS

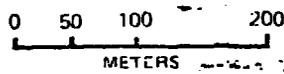
-  INDICATES DIRECTION OF ROAD
-  PROPOSED IMPROVEMENTS

0 100 200 300
 Meters



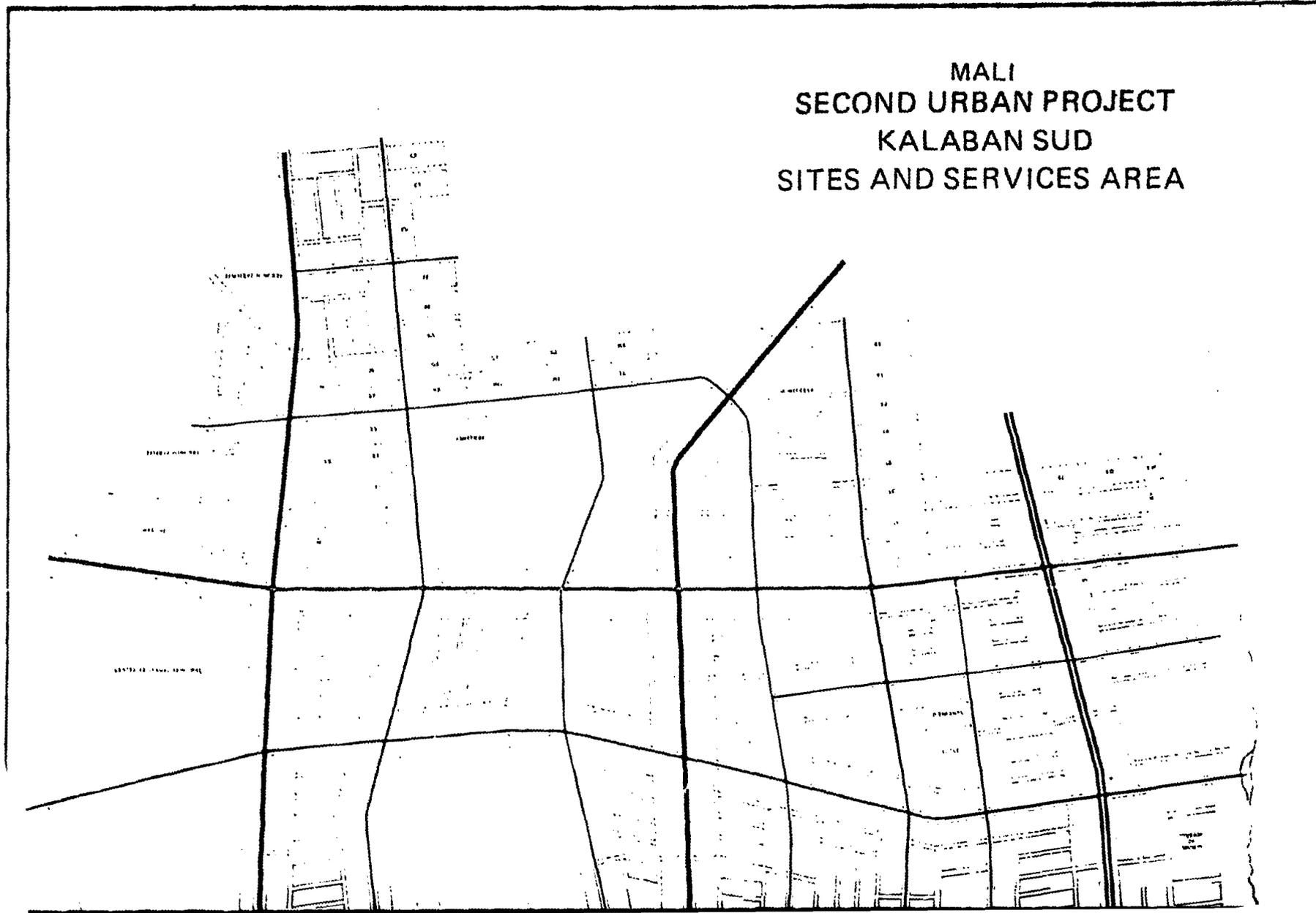
TYPES OF LOTS	ZONE 1 Number	ZONE 2 Number	ZONE 3 Number
A •	1265	0	0
B	685	445	425
C ◦	100	115	195
D Δ	0	0	30
TOTAL	2050	560	650

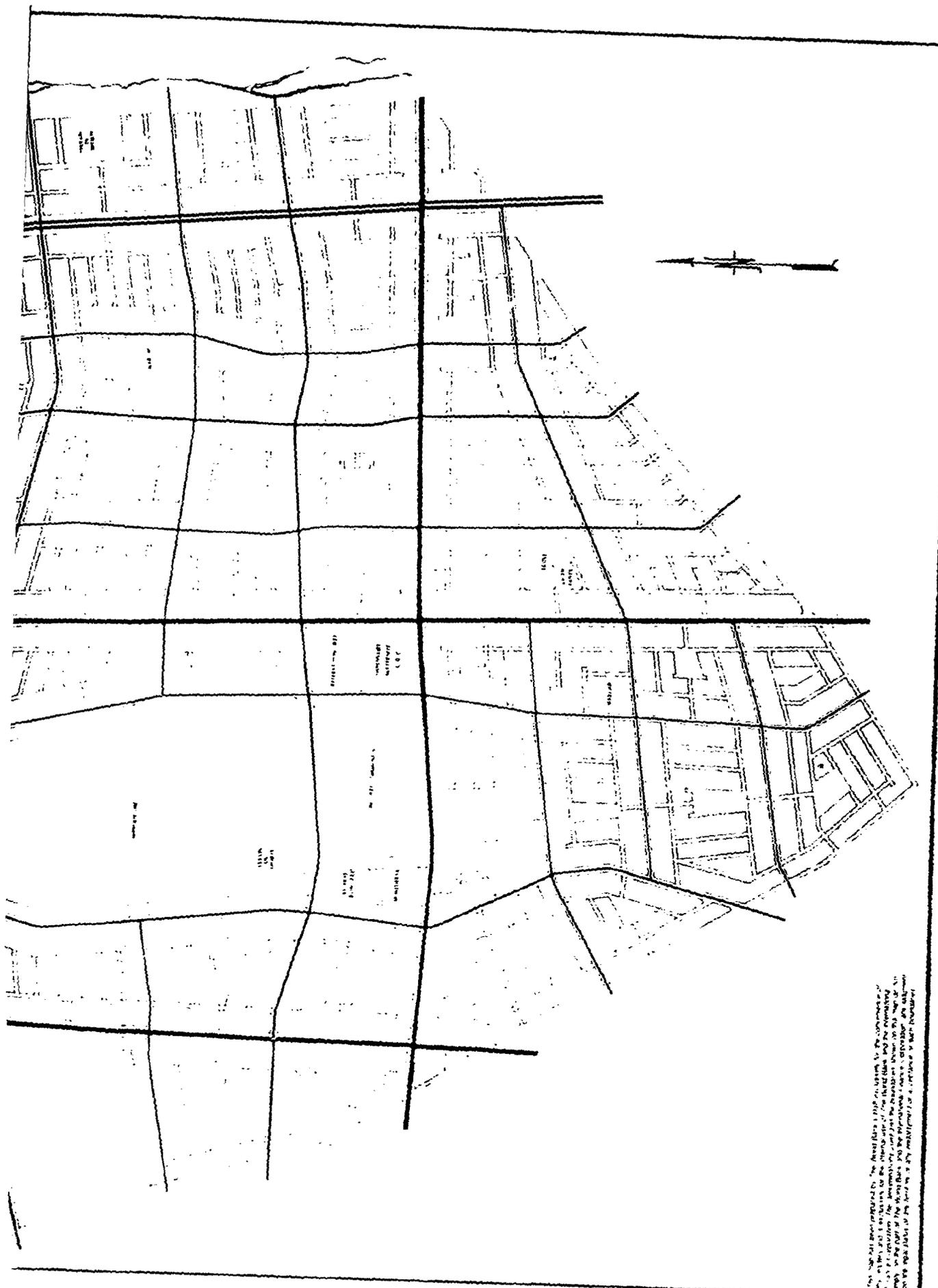
MALI SECOND URBAN PROJECT BAKO DJIKORONI SITES AND SERVICES AREA



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MALI
SECOND URBAN PROJECT
KALABAN SUD
SITES AND SERVICES AREA





NOVEMBER 1985

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MALI
SECOND URBAN PROJECT
BANKONI
UPGRADING AREA

== PROPOSED ROAD IMPROVEMENTS

