Evaluation Summary

Rural roads improvement project in Central Kenya

Country: **Kenya** | Sector: **Road transport**

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Date of the evaluation: **November 2016**

Key data on AFD's support

Projet numbers: CKE 1012
Amount: €19 million in sovereign loan
Disbursement rate: 96%
Signature of financing agreement: May 2006
Completion date: February 2013
Total duration: 6 years and 9 months

Context

The Roads 2000 projects were formulated under Kenya's Roads 2000 Road Maintenance Strategy. This strategy was originally developed in the 1990s, building on earlier experience of **improving rural access roads through labor-based methods**. The approach was later re-launched under the Roads 2000 Strategic Plan 2005–2010.

The Roads 2000 Strategy is designed to rapidly **bring roads to a maintainable standard and place them under effective maintenance** with the optimum use of local resources.

Actors and operating method

The **mandate** of Kenya Rural Roads Authority (KeRRA) is the development, rehabilitation, maintenance and management of rural roads in the country.

Maintenance funding is provided through the Road Maintenance Levy Fund (RMLF) which is administered by the Kenya Roads Board (KRB).

Development funding is provided through the National Treasury.

Objectives

1. **To implement** the Roads 2000 Strategy
2. **To mainstream** the community participatory **planning**
3. **To operate** the Road Maintenance Management System (RMMS)
4. **To improve and maintain** 70% of roads within the rural network
5. **To have** 90% of improvements and/or maintenance activities done by **the private sector**
6. **To ensure the sustainability** of the activities after the project completion

Expected outputs

- Road improvement of **1,016 km**
- Routine maintenance network of **2,500 km**
- Routine maintenance of project roads of **1,015 km**
- **468 training** sessions
- **950,000 worker days** of employment generated

Performance assessment

Relevance

The Roads 2000 programme is very well aligned with the policy and goals expressed by Kenya Vision 2030. The first and second medium-term plans have identified it as **a flagship project to improve rural accessibility and create labor intensive employment**. Overall, relevance is highly satisfactory.

Effectiveness

The project has contributed to a substantial increase in mobility, lower transport fares and freight rates, an increase in some producer prices, substantial generation of employment for both men and women, significant sensitization to HIV/AIDS and all-year road accessibility.

Motorized traffic increased on average by 17% per year for the project roads, compared with 6% per year for the control roads. Gravel and LVS roads reduced fares for motorcycles and mini-buses. However, freight charges increased on gravel roads, decreased on LVS. Charges for the control roads also underwent a marked decline. A possible explanation may relate to fluctuations in freight demand through the year, whereas passenger volumes tend to be far more stable.

All the project roads now provide all-year-round accessibility, particularly for motorcycles. The LVS roads provide all-weather accessibility, whereas the gravel roads are still susceptible to heavy rainfall and the rough surface is a deterrent to matatu services because of the high vehicle operating costs. **Overall, effectiveness is highly satisfactory.**

Efficiency

The choices of labor-intensive technology, road standards and planning process are appropriate and provide efficient solutions. Overall construction was cost-efficient, although not necessarily the cheapest of all alternatives. Because of the roughness observed on gravel roads, efficiency is rated satisfactory.

Impact

The interventions have had high and positive impacts on the beneficiaries of the rehabilitated roads; on traffic, transportation costs, economic development and access to basic services. The surveys found that improving low volume roads to a low-cost sealed surface has more significant and sustainable impact on the socioeconomic development of local communities in the short term than upgrading them from earth to gravel using quarry waste material. The main reasons are transport service availability and composition, variation in transport fares, and the value of time related to marketing of agricultural produce, particularly perishable commodities. Impact is rated highly satisfactory.

Sustainability

There is insufficient funding to maintain roads. Although the roads remain open to traffic, oversized material in gravel roads has led to premature development of a rough running surface. The high roughness is a reflection of **poor maintenance and the use of quarry waste in construction**. Unlike a good quality laterite, this surface is difficult to make smooth using routine maintenance grading. More expensive heavy grading and finer material are required. **Overall sustainability is thus unsatisfactory.**

Added value of AFD's contribution

Although there have been some delays in implementation, AFD have worked very well with KeRRA. **Overall it has been a well-managed project with a very considerable training component and the innovative use of labor-intensive construction** of LVS roads. Added value of AFD's contribution is rated **highly satisfactory.**

Conclusions and lessons learnt

Overall the Roads 2000 programme has met its objectives and **scores well in terms of relevance, effectiveness, efficiency and impact.**

The key objective of securing wet season passability has been achieved and there is plenty of evidence of impact.

However, there are **major concerns over sustainability** both with regard to the use of unscreened quarry waste for gravel road construction, and the gap in maintenance funding.

Should another phase of the programme be considered it is recommended that a **pre-feasibility study** be undertaken to identify the most appropriate regions, together with road standards (i.e. gravel or LVS) where the needs and demands are greatest. Once this has been done, a **more detailed feasibility study could be undertaken**.