

# IDA: Fifty Years of Performance

**Sector: Transport**

**Period: FY 1961-2010**

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## Contents

1. Overview of Bank Transport Portfolio and Projects.....	2
Transport and Development.....	2
Bank Transport Portfolio .....	2
Role of IDA.....	2
2. Major Areas of IDA Transport Projects.....	3
Characteristics and Performance of IDA Transport Portfolio.....	3
Major Areas of IDA Projects .....	3
Results on the Ground.....	4
3. Aggregate IDA Transport Outputs and Results .....	4
Physical Outputs of Road and Railway Projects.....	4
Development Policy Lending .....	5
Complimentary Areas .....	6
4. Trends and Looking Forward.....	7
Annex 1. Methodology and Scope of Project Level Output Aggregation .....	10
Annex 2. World Bank Lending for Transport, FY1691-2010 .....	11
Annex 2. IDA Lending for Transport, FY1961-2010.....	12
Annex 3. IDA Transport Lending by Sectors, FY1961-2010.....	13
Annex 4. Regional Distribution of IDA Lending for Transport .....	14
Annex 5. Distribution of IDA Funds by Sector and Region.....	14
Annex 6. IDA DPL Lending for Transport, US\$ millions.....	15
Annex 6. Share of 100 % Transport Projects by Decade.....	15
Annex 7. Share of IDA Transport Lending to Category A project.....	16
Annex 8. Non-Rural and Rural Roads Constructed by Decade, km.....	16
Annex 9. Roads Constructed/Rehabilitated/Maintained (km) by Location .....	17

# 1. Overview of Bank Transport Portfolio and Projects

## Transport and Development

Transport is crucial for economic development and the welfare of populations. Improved transport makes five key contributions to sustainable development and poverty alleviation:

- Improves trade, which facilitates regional and local integration promoting economic growth and creates economic opportunity and growth in rural areas through better access to markets
- Makes cities work better for their citizens, for the environment and for wealth creation
- Provides access to health care facilities, improving productivity and reducing maternal mortality and malaria deaths.
- Provides access to schools and educational benefits
- It provides the opportunity to be safer and cleaner for users and communities.

Studies have shown that poverty reduction is more likely to be effective when communities have ready access – at all hours and in all weather - to essential services and to markets. Despite this knowledge, an estimated one billion people, or about 40 percent of the rural population in regions lack direct access to an all-season road. In the urban and inter-urban areas, sustainable public transport provision is needed. The World Bank is facilitating effective strategies to address these challenges and to harness the sector's contribution to poverty reduction.

## Bank Transport Portfolio

The World Bank<sup>1</sup> (bank) has invested a total of about US\$ 109.4 billion in 2,238 transport projects during the FY1961-2010. The bank's investment in transport has increased significantly in terms of both value and the number of projects over time (Annex 1). It reached its peak during the FY2001-2010. East Asia and Pacific and Latin America and Caribbean regions received largest shares of IDA transport investment, accounting for 26 percent and 24 percent respectively, followed by South Asia and Europe and Central Asia (14 percent each). World Bank transport assistance concentrated heavily on construction of roads and highways during the FY1961-2010.

## Role of IDA

The early origins of WB assistance was concentrated upon reconstructing the devastated countries from the 2nd World War, mainly Japan and Europe with railway and waterborne transport forming over two thirds of the portfolio. With the formation of IDA in 1960, there was a move towards the priority on infrastructure for developing countries, especially newly independent African countries. In the 1970s and 80s roads became the majority of the portfolio with IDA broadening the programs to include institutional reform and an awareness of the importance of maintenance and asset management. By the early 1990s transport strategy was influenced by Agenda 21, the principal agreement that emerged from the 1992 Earth Summit in Rio. It described the integration of environment and development in order to fulfill basic needs, improve living standards for all, greater sustainability and formed a context for the World Bank transport business plan, "Sustainable Transport" that focused upon sector adjustment with public sector reform and the role of the private sector being enhanced. IDA increased its share of development policy loans accordingly.

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<sup>1</sup> Bank includes International Bank for Reconstruction and Development (IBRD) and International Development Association (IDA) in this report.

IDA progressed its focus on rural poverty with the renewed emphasis of infrastructure in the WDR '94 and the publication of the Transport Strategy '96. Transport activities looked towards rural connectivity despite some lost momentum of the WBG transport portfolio in the late 90's, due partly out of the belief that the private sector would step in strongly enough to make the need for public intervention financing minimal.

Although not specifically mentioned, transport was implicitly core to the UN brokered Millennium Development Goals of 2000. IDA furthered the investment in transport as an enabler to facilitate achievement of the MDGs. The role of transport in meeting these and social goals, then becoming the primary objectives of the Bank, was recognized in 2001 with the 2-pillar development strategy founded on social empowerment and growth (echoed by the WTO Doha Development Round). This was continued with the Infrastructure Action Plan, IAP, in 2003, recognizing the strategic importance of transport to growth with IDA prioritizing poverty alleviation with rural roads, railways for greener alternatives, ports and logistics for greater trade efficiency, and associated capacity building for sustainability, leading to a strong increase in the Transport portfolio and to the 2007 Transport Strategy Update that firmly rooted the transport business plan as safe, clean and affordable interventions.

To sum IDA's 50 years of transport intervention, IDA has invested total of about US\$ 28.4 billion in 1,117 projects with some transport component during the FY1961-2010. This accounts for about 26 percent of the total bank transport lending. It is important to note that IDA transport lending has increased significantly in last couple of decades (Annex 2). IDA's share in the total bank lending to transport was about 21 percent per decade during the FY1961-1990. However, it has increased over the last two decades and reached 30 percent during the FY2001-2010.

## **2. Major Areas of IDA Transport Projects**

### **Characteristics and Performance of IDA Transport Portfolio**

The largest supported sector is roads and highways, as evidenced by 71.21 percent allocation of the total IDA transport lending to roads and highways sector during the FY1961-2010 (Annex 3). It was especially high over the last two decades accounting for about 80 percent of the total IDA transport lending. In terms of dollar amount, IDA's investment in roads and highways sector has increased exponentially over time. It has reached from less than US\$1 billion during the FY1961-1970 to almost US\$10 billion during the FY2001-2010. This is the evidence that the construction of roads and highways has become a priority area for IDA lending to transport. In addition to roads and highways, railways sector was a next priority area for IDA during the FY1961-1980, as evidenced by about 35-40 percent allocation of the total IDA transport lending.

### **Major Areas of IDA Projects**

IDA's transport lending has grown significantly in all regions since FY1961 with some shifts in the priority regions (Annex 4). For example, IDA investment in South Asia region has increased from US\$ 424 million during the FY1961-FY1970 to US\$ 2.1 billion during the FY2001-2010. However, its share in the total IDA transport lending has declined from 50 percent during the FY1961-FY1970 to 16 percent during the FY2001-2010. Africa region become the most priority region for IDA transport lending. IDA's investment in Africa increased from US\$ 256 million during the FY1961-FY1970 to US\$ 7.9 billion during the FY2001-2010. Its share in the total IDA transport commitments rose from 30 percent during the FY1961-1970 to 60 percent during the FY2001-2010.

There are some differences in sectoral and regional priorities in the IDA transport lending. IDA lending to aviation sector was heavily concentrated in Africa Region with about 75 percent of the total IDA lending for transport, followed by South Asia region with the share of about 10 percent (Annex 5). IDA lending to general transport sector has similar distribution of funds by region, around 70 percent in Africa, 14 percent in East Asia and Pacific, 8 percent in South Asia region, and the remaining in the other regions. IDA investment in roads and highways, railways and other transportation sectors was primarily concentrated in Africa and South Asia Regions. In addition to Africa, East Asia and Pacific region was the major recipient of IDA funds (nearly 30 percent) for ports, waterways and shipping sector.

## Results on the Ground

### Roads

In **Vietnam**, the IDA-financed Second Rural Transport Project- P059864 (credit amount US\$103.9 of which US\$ 99.74 million spent to road sector, implementation period: FY2000-2006) supported the construction of 1820 road links with total length of 7,599 km and 1,029 bridges with a total length of 26 km. These works improved mobility for over 16 million people in the project areas. The project directly improved all year access to over 1,000 communes and around six million people, one million of whom were poor. Usage increased by 70 percent between 2002 and 2004 with an accompanying 12 percent drop in travel time. The roads contributed to more frequent access to health facilities, higher school attendance, and greater access to local government. The project also helped develop the private sector by allowing small private contractors to construct and rehabilitate roads. Participation of small private contractors increased from 35 percent of contracts awarded in the first year to 100 percent in the final year.

Rural infrastructure project (project ID: P057996, credit amount US\$28.5 million, implementation period: FY2000-2006) funded by IDA in **Senegal** improved total of 982 km of community roads in 92 rural communities (IDA specifically financed the improvement of 247 km rural roads in 26 rural communities). In addition, the project helped strengthen decentralization and financed micro-projects covering water, schools, and livestock, among other things. Beneficiary households in the 110 participating rural communities reported a 25 percent increase in incomes. Fiscal revenues for rural communities in the project area almost tripled. Markets, schools, and health facilities are now more accessible (children now typically spend 10 minutes going to school instead of 30), and the weight and height of children under three years of age has improved.

### Railways

Railway restructuring project in Zambia (project ID: P003227, credit amount US\$ 27 million, implementation period FY2001-2005) financed the overhaul of 4 locomotives and the repair of 255 defective wagons. This contributed to improving the locomotive availability and quadrupling its reliability. In addition, a total length of about 22 km of main line track between Lusaka and Karubwe section was relayed with about 40,000 concrete sleepers under. Additionally, a total length of about 377 km selected derailment prone sections north of Kabwe were strengthened by interlacing (1:4) with approximately 66,000 wooden sleepers. These improvements significantly increased operating efficiency of railways sector.

## 3. Aggregate IDA Transport Outputs and Results

### Physical Outputs of Road and Railway Projects

#### Roads

Of 1,117 transport projects implemented during the FY1961-2010, 870 (213 active and 657 closed) projects have some roads component. The physical outputs are available for 38 active and 465 closed projects in the data sources used for this report. In sum, during the FY1961-2010, a total of 503 projects, with IDA's assistance of US\$22.3 billion achieved following results:

- Constructed about **29,793 km**, rehabilitated about **148,657 km** and maintained about **325,865 km** of non-rural roads (a known total of **504,315 km** or more likely **657,236 km** if the estimates are included, see table 1 for details);
- Constructed about **80,301 km**, rehabilitated about **138,417 km** and maintained about **71,047 km** rural and secondary roads (a known total of 289,764 or more likely **377,628 km** if the estimates are included);
- Constructed **12,066** and rehabilitated or maintained **7,323** bridges (a known total of **19,389** or more likely **25,268** if the estimates are included)

Of the remaining projects for which the physical outputs are not available, 4 active and 51 closed projects are DPLs (discussed in detail next). Of 141 closed investment projects, 36 projects financed the complimentary areas (discussed in detail next) and 25 projects do not have project documents in the bank electronic system used for this study.

### Railways

IDA funded a total of 86 (12 active and 74 closed) projects with railways component during the FY1961-2010. The physical indicators are available for 1 active and 66 closed projects. A total IDA railway lending for these 66 projects is about US\$ 1.97 billion and their physical indicators are as follow:

- Constructed about **8,803 km**, rehabilitated about **9,852 km** and maintained about **5,361 km** of railways (a known total of **24,016 km**)
- Constructed/rehabilitated/maintained about **121** railway bridges;
- Purchased/rehabilitated/repaired/maintained about **7,638** locomotives and electric multiple units (EMUs);
- Purchased/rehabilitated/repaired/maintained about **382,027** railcars/freight cars/wagons/coaches/passenger cars

5 closed projects are DPLs. The project documents are not available electronically for 4 closed projects (one of those is DPL).

### Development Policy Lending

IDA started Development Policy Lending (DPL) with transport component in FY1990 with the objective of supporting transport sector policies and institutions to increase efficient resource allocation and the quality of transport infrastructure. IDA has committed around US\$ 5.6 billion for 119 DPL projects with transport component. 112 of them amounting US\$ 5.3 billion have already been completed. Of this, US\$ 829 million or about 16 percent are transport specific lending.

Reforms under DPL projects range from structural adjustment to institutional strengthening. The major areas of these reforms can be summarized as follow:

- Funding the development of new transport laws and regulations

- Institutional strengthening to help meet transport sector targets and promote good governance through sound fiscal and public financial management
- Reorganization and restructuring of large state owned transport enterprises to improve their operational efficiency
- Establishing road maintenance funds and implementing budget management reforms to improve the quality of social services
- Liberalization of transportation sector and introducing competition to reduce transport costs and improve the quality of service
- Improving the climate for private investment to increase a private sector participation in maintenance and construction of roads, railways, airports and ports
- Limiting government subsidies to transport enterprises and increasing the quality and efficiency of public spending
- Increasing the spending on poverty related expenditures, including feeder roads and road safety
- Prioritizing allocation of funds to rural transport and rural roads

IDA's DPL projects were primarily concentrated in Africa region. About 83 % of all transport DPL funds was there. Moreover, it was significantly high during FY1994-2003 Starting FY2007, IDA DPL lending significantly increased in South Asia region.

## **Complimentary Areas**

In addition to DPLs, IDA funded complimentary areas to improve transport in its member countries.

### **Roads**

The complimentary areas in road sector ranges from the engineering design of roads and highways to the procurement of road maintenance equipment. During FY1961-2010, more than 36 projects with the amount of US\$ 234 million financed the following areas:

- Site investigations, topographic surveys, economic feasibility studies, and preparation of bidding documents
- Detailed engineering for the construction of roads and highways, the reconstruction of existing roads and highways to higher standards and the limited improvements
- Construction and improvement of regional workshops, training centers and necessary road maintenance offices and camps
- Reorganization and strengthening of the road maintenance organizations,
- Acquisition of road maintenance and workshop equipment
- Modernization of the urban transport industry such as purchase of buses, railways cars, and trains and their spare parts, primarily batteries and tires
- Procurement of traffic engineering measure, signaling and street lighting equipment for urban traffic management
- Establishing road maintenance funds
- Comprehensive training of personal
- Design of road maps

### **Railways**

- Institutional strengthening and technical assistance
- Electrification and procurement of spare parts and signaling equipment
- Improvement of communication and logistic equipment
- Improvement of locomotive and wagon maintenance workshops

- Railway revitalization and privatization
- Railways structuring studies

#### **4. Trends and Looking Forward**

IDA transport portfolio has changed for the last fifty years. Almost all of the projects implemented in the first two decades of the period FY1961-2010 were projects, in which 100 percent of project funds were allocated to transport sector (Annex 6). However, the projects became large and complex funding multiple sectors over time. In last two decades of the period FY1961-2010, the share of the projects, in which 100 percent of funds were allocated to transport sector decline to about 10 percent.

IDA's efforts are also contributing to reducing the environmental footprint: from fiscal years (FY) 2002 to 2010, IDA lending to the so-called Category A projects that are likely to have a significant adverse environmental impact decreased from 30 percent to 15 percent of the IDA transport lending in value (Annex 7).

IDA's priority in road construction has changed over the last fifty years. IDA mainly funded the construction of non-rural roads, predominantly highways during the FY1961-1970. Since then, IDA's focus became the construction of more rural roads. Rural roads constructed with the assistance of IDA has increased significantly (by about 20,000 km) from 1980s to 1990s (Annex 8). But, rehabilitation and maintenance of both rural and non-rural roads have increased significantly since FY1961. Regarding all works- construction, rehabilitation, and maintenance of roads, although more non-rural roads were constructed/rehabilitated/maintained with IDA funds than rural roads in absolute term, the share of rural roads has increased from 17 percent during the FY1961-1970 to almost 50 percent during the FY-2001-2010 (Annex 9).

Another interesting trend can be observed in the projects that financed the complimentary areas in roads sector. The detailed engineering works and feasibility studies were a dominant area during the FY1961-1971. However, the priorities have changed since FY1971. The strengthening of the road maintenance organizations, the purchase of road maintenance equipments, spare parts and traffic safety measures became dominant.

The World Bank's recent Transport Business Strategy for 2008-2012 stresses the need for transport to be "Safe, Clean, and Affordable." Following this, there is an emphasis on the development of more sustainable systems such as urban mass transit- especially bus and non-motorized transport- and on reducing the external costs of transport in the sphere of environment and health. The portfolio of is now more diversified in urban area, rail, maritime and air transport, and projects aiming to improve trade competitiveness through transport reform and investments.

Table 1. Physical Output of Road Projects

Row Labels	Number of Projects	Roads Lending	Non-Rural, km				Rural, km				Bridges, number			
			NR-CNST	NR-REHAB	NR-MNT	NR-TOTAL	R-CNST	R-REHAB	R-MNT	R-TOTAL	BR-CNST	BR-REHAB	BR-MNT	BR-TOTAL
<b>Active</b>	<b>213</b>	<b>\$8,681</b>	<b>1,160</b>	<b>13,831</b>	<b>47,685</b>	<b>62,676</b>	<b>16,764</b>	<b>37,073</b>	<b>9,045</b>	<b>62,881</b>	<b>2,752</b>	<b>1,193</b>	<b>3,945</b>	
<b>KM data</b>	<b>38</b>	<b>\$2,129</b>	<b>1,160</b>	<b>13,831</b>	<b>47,685</b>	<b>62,676</b>	<b>16,764</b>	<b>37,073</b>	<b>9,045</b>	<b>62,881</b>	<b>2,752</b>	<b>1,193</b>	<b>3,945</b>	
<b>No KM data</b>	<b>175</b>	<b>\$6,552</b>												
DEVELOPMENT POLICY LENDING	4	\$34												
INVESTMENT	169	\$6,488												
<b>Closed</b>	<b>657</b>	<b>\$13,640</b>	<b>28,633</b>	<b>134,825</b>	<b>278,180</b>	<b>441,639</b>	<b>63,537</b>	<b>101,344</b>	<b>62,002</b>	<b>226,883</b>	<b>9,314</b>	<b>6,130</b>	<b>15,444</b>	
<b>KM data</b>	<b>465</b>	<b>\$12,001</b>	<b>28,633</b>	<b>134,825</b>	<b>278,180</b>	<b>441,639</b>	<b>63,537</b>	<b>101,344</b>	<b>62,002</b>	<b>226,883</b>	<b>9,314</b>	<b>6,130</b>	<b>15,444</b>	
<b>No KM data</b>	<b>192</b>	<b>\$1,639</b>												
DEVELOPMENT POLICY LENDING	51	\$361												
INVESTMENT	141	\$1,278												
<b>NORC</b>	<b>36</b>	<b>\$234</b>												
<b>ORC</b>	<b>105</b>	<b>\$1,044</b>												
With Documents	80	\$845												
Without Documents	25	\$199												
<b>Grand Total</b>	<b>870</b>	<b>\$22,321</b>	<b>29,793</b>	<b>148,657</b>	<b>325,865</b>	<b>504,315</b>	<b>80,301</b>	<b>138,417</b>	<b>71,047</b>	<b>289,764</b>	<b>12,066</b>	<b>7,323</b>	<b>19,389</b>	

Notes:

Of 657 closed projects, 141 do not have physical output indicator. Using a sample proportion, these indicators can be estimated as follow:

Km of non-rural roads constructed/rehabilitated/maintained=(141/465)\*504,315=152,921 km

Km of rural roads constructed/rehabilitated/maintained=(141/465)\*289,764=87,864 km

Number of bridges constructed/rehabilitated/maintained=(141/465)\*19,389=5,879



Table 2. Physical Output of Railway Projects

Row Labels	Number of Projects	Railway Lending	Railways constructed, km	Railways rehabilitated, km	Railways maintained, km	Number of Bridges constructed/rehabilitated/maintained	Number of Stations constructed	Number of Sleepers Purchased	Number of locomotives/EMUs purchased/rehabilitated/repai nted	Number of Railcars/Freight cars/Wagons/Passenger Coaches purchased/rehabilitated/repai nted
<b>Active</b>	<b>12</b>	<b>\$591</b>		<b>675</b>						<b>0</b>
<b>Not Reviewed</b>	<b>11</b>	<b>\$481</b>								<b>0</b>
<b>Reviewed</b>	<b>1</b>	<b>\$110</b>		<b>675</b>						<b>0</b>
With Document	1	\$110		675						0
<b>Closed</b>	<b>74</b>	<b>\$2,028</b>	<b>8,803</b>	<b>9,177</b>	<b>5,361</b>	<b>121</b>	<b>1</b>	<b>94,853</b>	<b>7,638</b>	<b>382,027</b>
<b>Reviewed</b>	<b>74</b>	<b>\$2,028</b>	<b>8,803</b>	<b>9,177</b>	<b>5,361</b>	<b>121</b>	<b>1</b>	<b>94,853</b>	<b>7,638</b>	<b>382,027</b>
No Document	4	\$66								0
With Document	70	\$1,962	8,803	9,177	5,361	121	1	94,853	7,638	382,027
<b>Grand Total</b>	<b>86</b>	<b>\$2,619</b>	<b>8,803</b>	<b>9,852</b>	<b>5,361</b>	<b>121</b>	<b>1</b>	<b>94,853</b>	<b>7,638</b>	<b>382,027</b>

Notes:

Of 74 closed projects, 3 do not have physical output indicator (5 of them are DPLs). Using a sample proportion, these indicators can be estimated as follow:

Km of railways constructed/rehabilitated/maintained=(4/66)\*24,016=1,455 km

Number of railways bridges constructed/rehabilitated/maintained=(4/66)\*121=7

Number of locomotives/EMUs purchased/rehabilitated/repai nted=(4/66)\*7,638=463

Number of railcars/freight cars/wagons/coaches/passenger cars purchased/rehabilitated/repai nted=(4/66)\*382,027=23,153

## **Annex 1. Methodology and Scope of Project Level Output Aggregation**

Business Warehouse and Operations Portal are used as the main sources of data. In Operations Portal, a key word “IDA” and “IBRD” is used to extract all IDA and IBRD funded projects approved during the FY1961-FY2010. Based on sector allocation data, the transport projects are then selected if a project has funded any of the following sectors:

- (Historic) Highways
- (Historic) Other transportation
- (Historic) Rural roads
- (Historic) Transportation adjustment
- (Historic) Urban transport
- Aviation
- General transportation sector
- Ports, waterways and shipping
- Public administration- Transportation
- Railways
- Roads and highways

A total of 2,238 (1,117 of them funded by IDA) transport projects are selected based on above procedure. The financial data is collected for all of these transport projects. The physical output indicators are collected for only IDA funded roads and railways projects. The main sources are Implementation Status and Results Reports (ISRR) for active, and Implementation Completion Reports (ICR), Project Completion Reports (PCR), Project Performance Assessment Reports (PPAR), Project Information Documents, Project Papers, Technical Assessment Reports, Staff Appraisal Reports, and IEG project evaluation reports for closed projects.

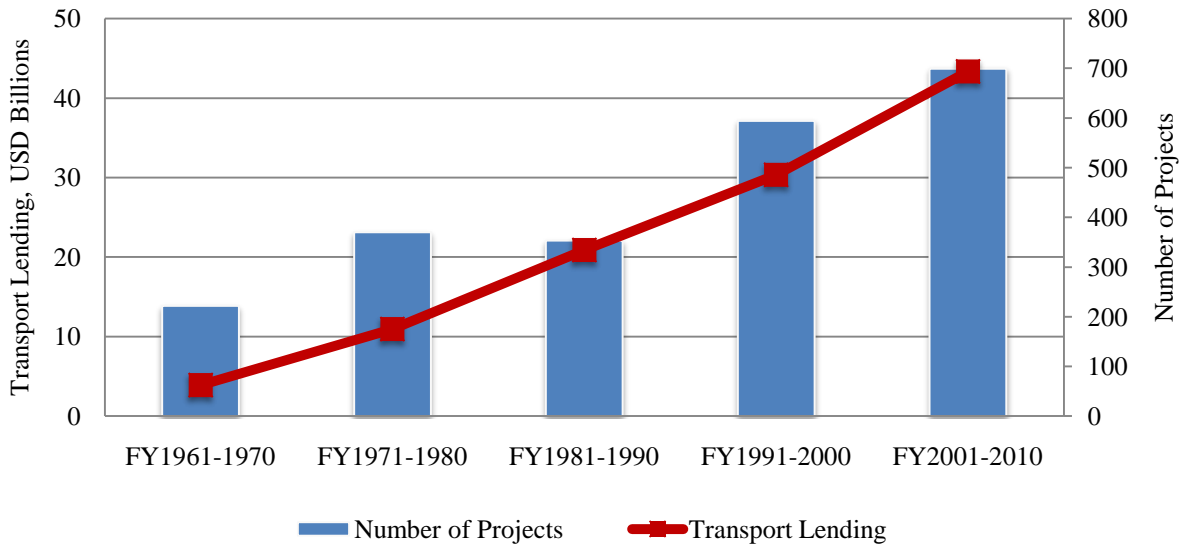
In terms of lending instrument type, the projects are categorized investment and DPL projects. Based on the objective, size, sector board, investment projects can be grouped to following sub-groups to

For each road project, the physical output indicators-kilometers of non-rural and rural roads and the number of bridges constructed/rehabilitated/maintained are collected, if available. For each railway project, kilometers of railways and number of bridges constructed/rehabilitated/maintained and number of locomotives/electric multiple units and railcars/freight cars/coaches/wagons/passenger cars purchased/rehabilitated/repaired/maintained are collected.

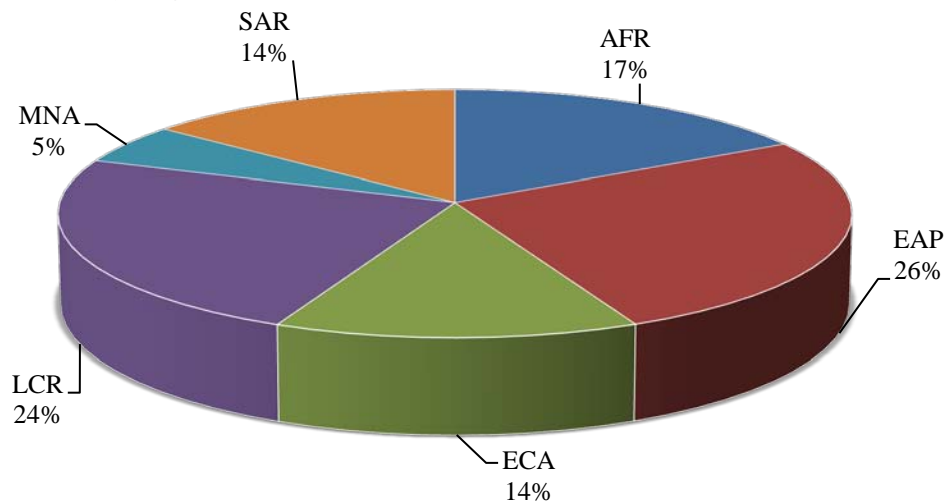
For Development Policy Lending (DPL) projects, the major reform areas are recorded in the dataset. Similarly, a brief note about the complimentary areas where IDA funded transport projects that is not DPLs or road construction is also recorded for relevant project.

## Annex 2. World Bank Lending for Transport, FY1691-2010

### a) By Decade, FY1961-2010

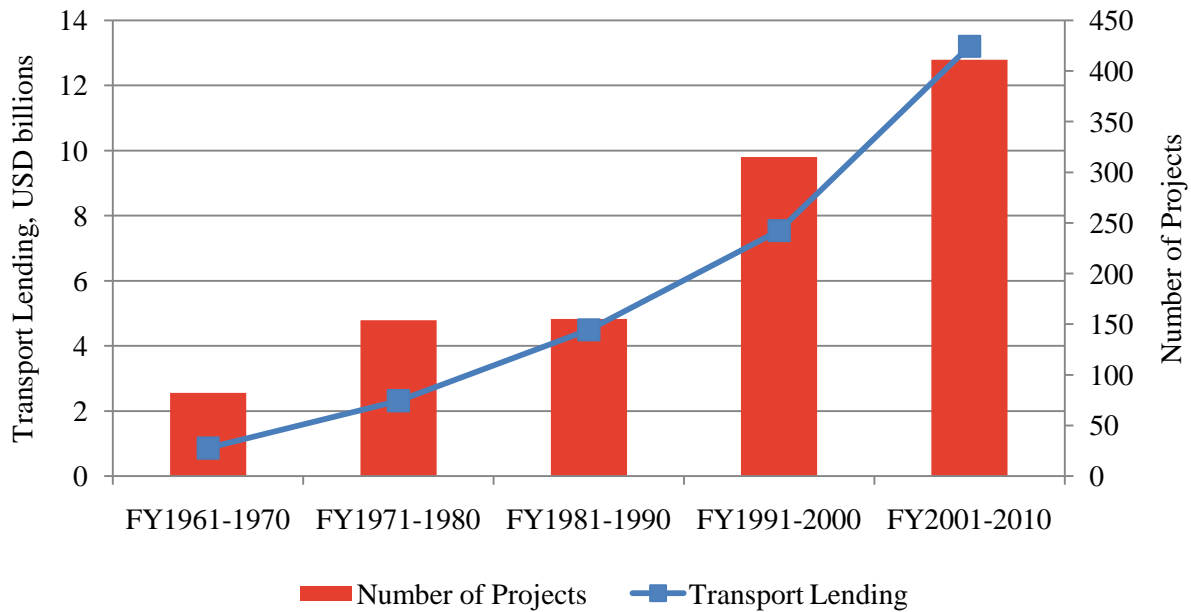


### b) Distribution by Region, FY1961-2010

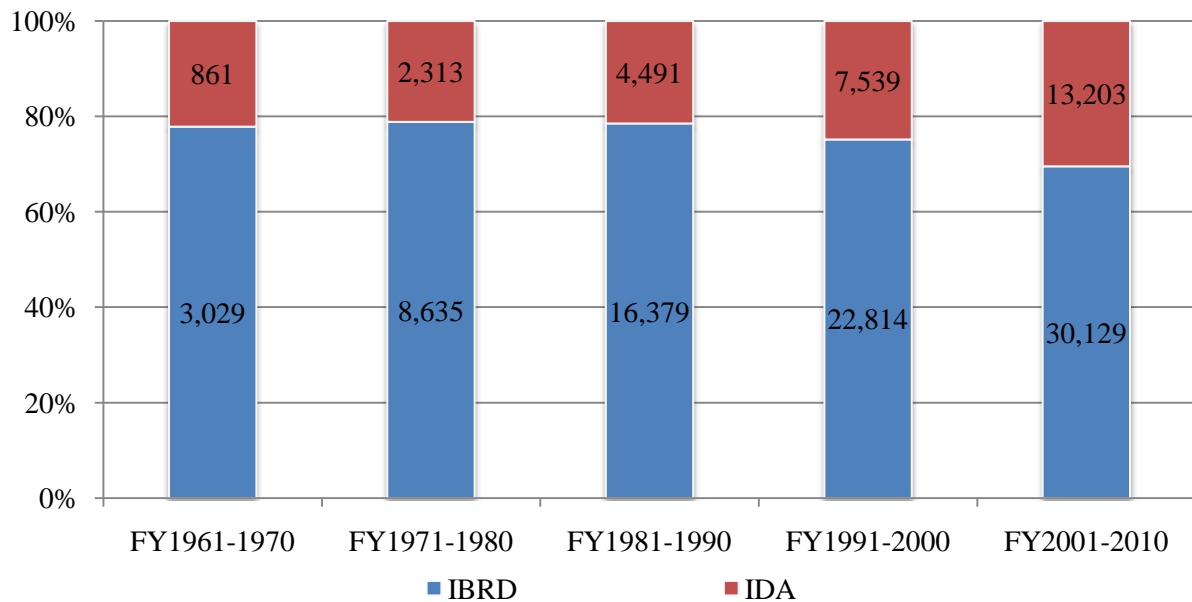


## Annex 2. IDA Lending for Transport, FY1961-2010

### a) Lending Amount and Number of Projects



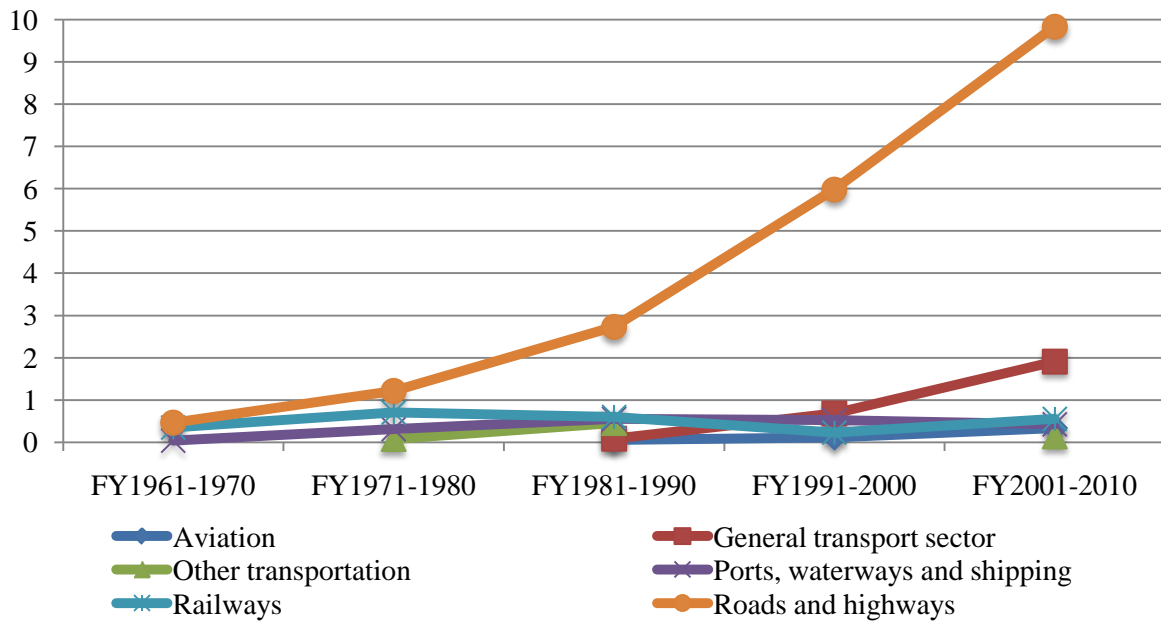
### b) IDA's Share in the Bank Portfolio



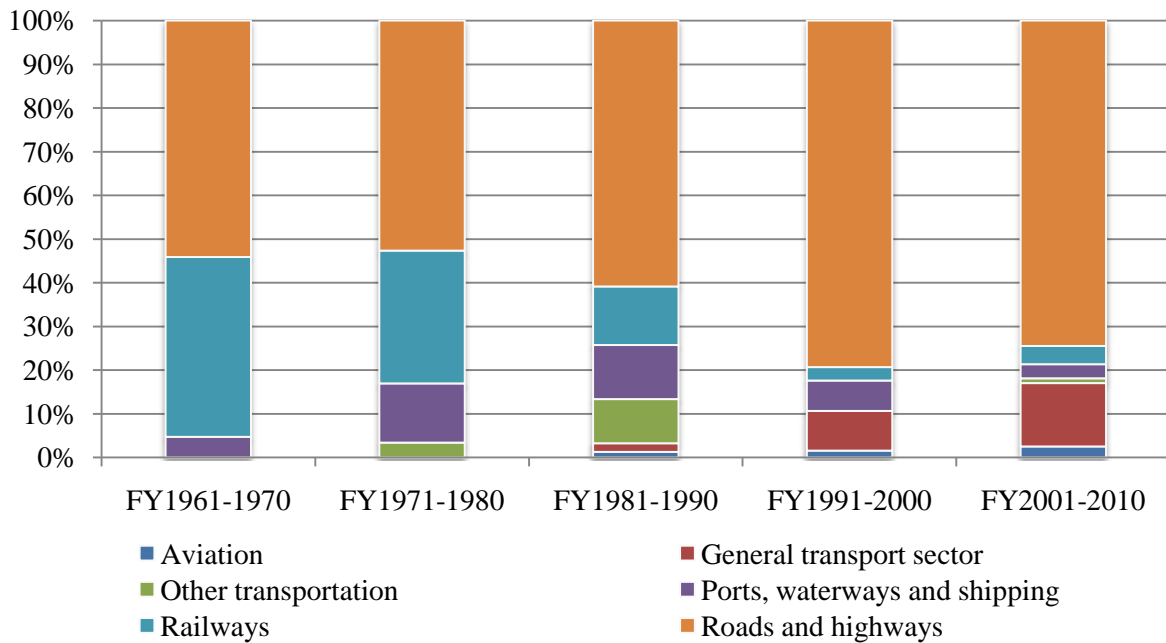
Note: Numbers in the bar represents the level of investment in US\$ millions.

### Annex 3. IDA Transport Lending by Sectors, FY1961-2010

#### a) Lending by Sector, USD billions

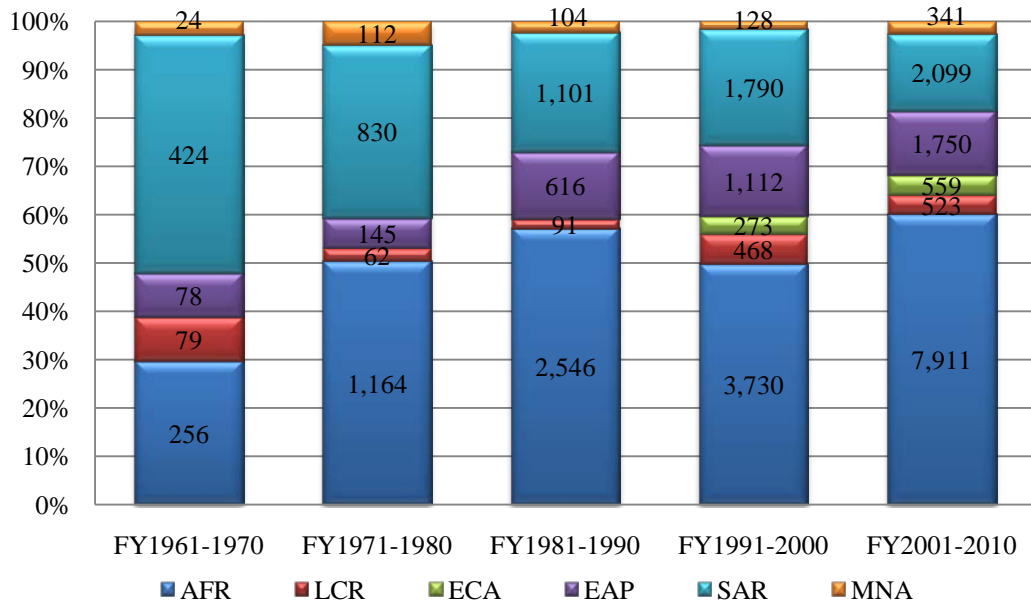


#### b) Distribution by Sectors

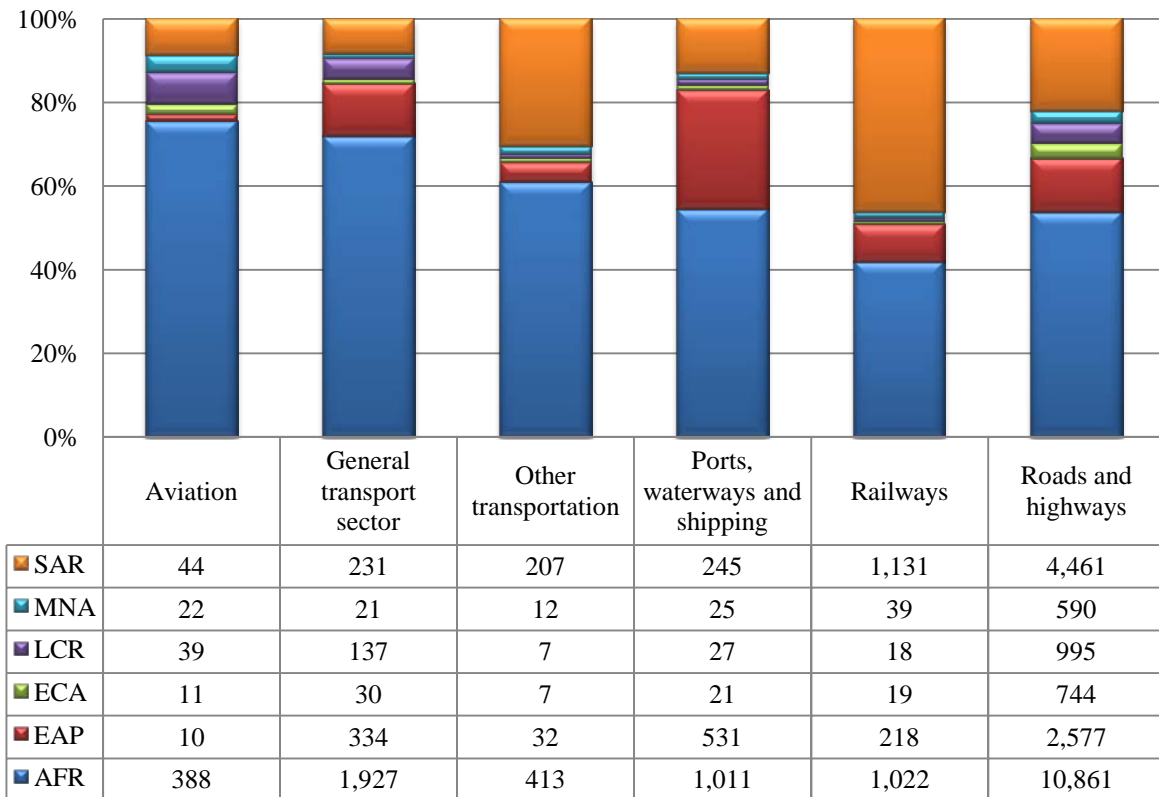


Note: i) (Historic) Highways and (Historic) Rural roads sectors are included in Roads and highways sector; ii) (Historic) Other transportation, (Historic) Transport adjustment, (Historic) Urban transport, and Public Administration- Transportation sectors are included in Other transportation.

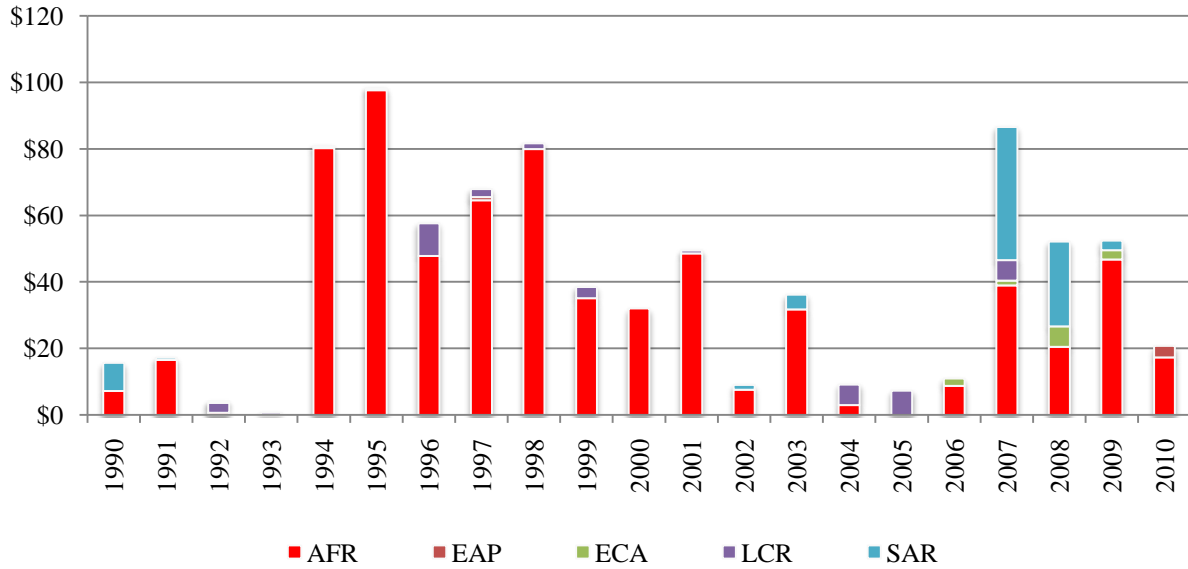
#### Annex 4. Regional Distribution of IDA Lending for Transport



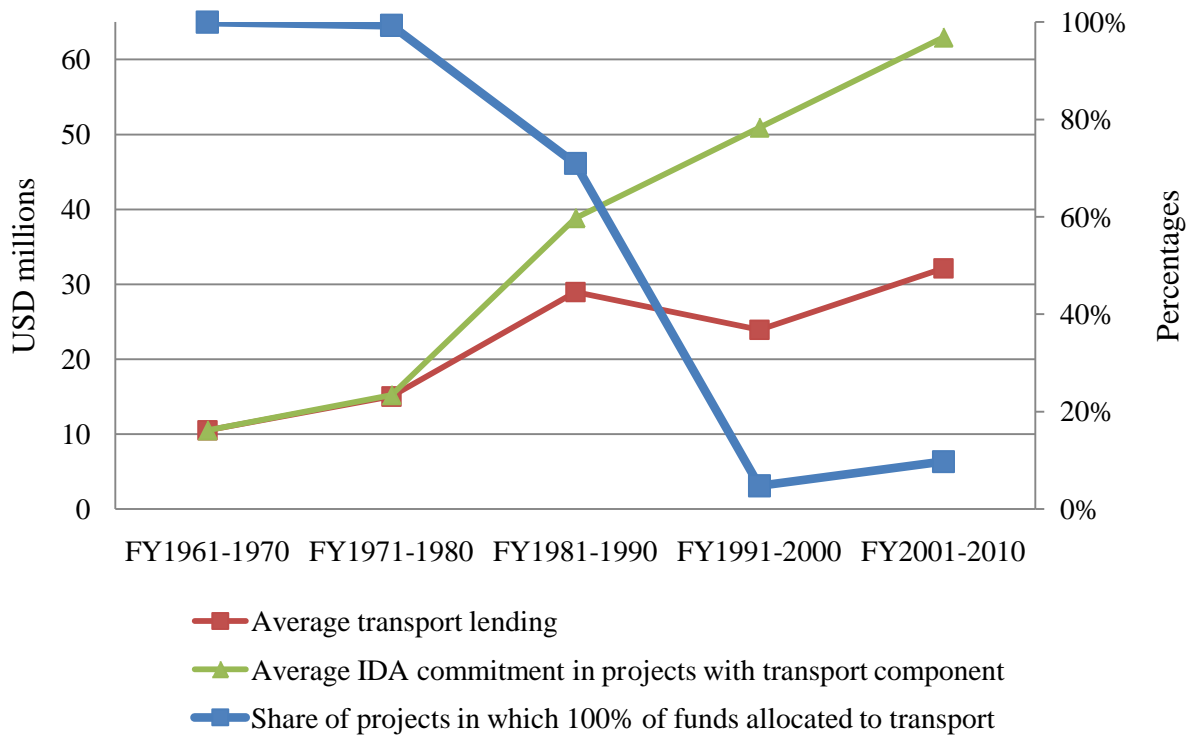
#### Annex 5. Distribution of IDA Funds by Sector and Region



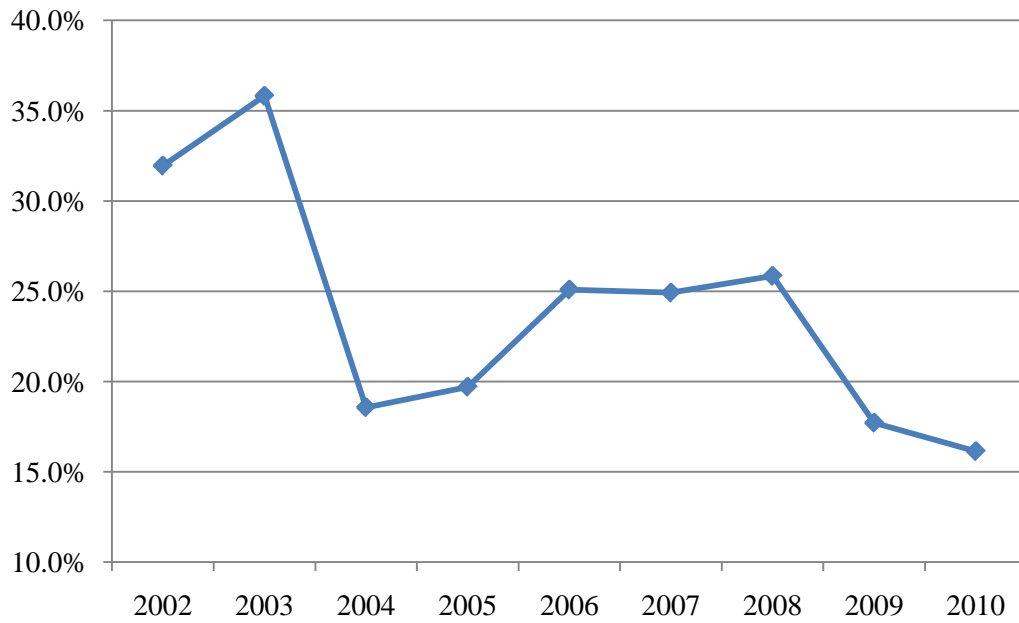
**Annex 6. IDA DPL Lending for Transport, US\$ millions**



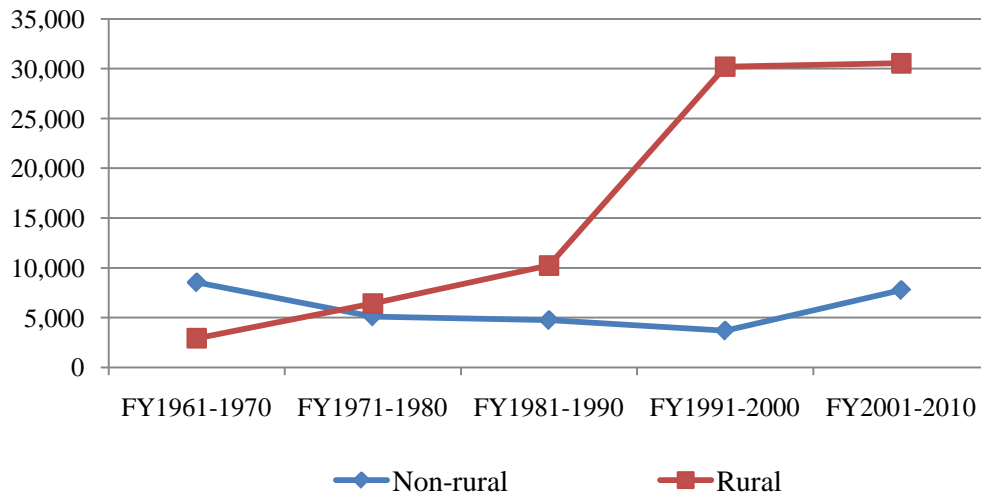
**Annex 6. Share of 100 % Transport Projects by Decade**



**Annex 7. Share of IDA Transport Lending to Category A project**



**Annex 8. Non-Rural and Rural Roads Constructed by Decade, km**





**Annex 9. Roads Constructed/Rehabilitated/Maintained (km) by Location**

