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PD-446-331-31

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CLASSIFICATION
PROJECT EVALUATION SUMMARY (PES) - PART I

Report Symbol: U-447

1. PROJECT TITLE Rural Roads Maintenance and Rehabilitation (Emergency Grant)	2. PROJECT NUMBER 517-0130	3. MISSION/AID/W OFFICE Dominican Republic
	4. EVALUATION NUMBER (Enter the number maintained by the reporting unit e.g., Country or AID/W Administrative Code, Fiscal Year, Serial No. beginning with No. 1 each FY) <u>1</u>	
<input type="checkbox"/> REGULAR EVALUATION <input checked="" type="checkbox"/> SPECIAL EVALUATION		

5. KEY PROJECT IMPLEMENTATION DATES			6. ESTIMATED PROJECT FUNDING A. Total \$ <u>5,120,000</u> B. U.S. \$ <u>5,000,000</u>	7. PERIOD COVERED BY EVALUATION	
A. First PRO-AG or Equivalent FY _____	B. Final Obligation Expected FY <u>81</u>	C. Final Input Delivery FY <u>81</u>		From (month/yr.) <u>6/15/80</u>	To (month/yr.) <u>9/30/80</u>

8. ACTION DECISIONS APPROVED BY MISSION OR AID/W OFFICE DIRECTOR

A. List decisions and/or unresolved issues; cite those items needing further study. (NOTE: Mission decisions which anticipate AID/W or regional office action should specify type of document, e.g., airgram, SPAR, PIO, which will present detailed request.)	B. NAME OF OFFICER RESPONSIBLE FOR ACTION	C. DATE ACTION TO BE COMPLETED
<p><u>Note evaluation of companion reprogrammed Loan funds.</u></p>		

9. INVENTORY OF DOCUMENTS TO BE REVIEWED PER ABOVE DECISIONS

- | | | |
|--|--|--|
| <input type="checkbox"/> Project Paper | <input type="checkbox"/> Implementation Plan e.g., CPI Network | <input type="checkbox"/> Other (Specify) _____ |
| <input type="checkbox"/> Financial Plan | <input type="checkbox"/> PIO/T | _____ |
| <input type="checkbox"/> Logical Framework | <input type="checkbox"/> PIO/C | <input type="checkbox"/> Other (Specify) _____ |
| <input type="checkbox"/> Project Agreement | <input type="checkbox"/> PIO/P | _____ |

10. ALTERNATIVE DECISIONS ON FUTURE OF PROJECT

- A. Continue Project Without Change
- B. Change Project Design and/or Change Implementation Plan
- C. Discontinue Project

11. PROJECT OFFICER AND HOST COUNTRY OR OTHER RANKING PARTICIPANTS AS APPROPRIATE (Name and Title)

Betty Facey, General Engineering Advisor, USAID/DR
Rafael Genao, Engineer, USAID/DR

12. Mission/AID/W Office Director Approval

Signature: *Philip R. Schwab*
Typed Name: Philip R. Schwab

Date: 10-1-1980

Clearances: CRDO: CBlankstein
AND 1730-15 (3-78)

AD:RFVenezia *[Signature]*

RURAL ROADS MAINTENANCE AND REHABILITATION
PROJECT EVALUATION

(Emergency Grant - Project No. 517-0130)

13. SUMMARY

Following Hurricanes David and Frederick, August and September 1979, the GODR Secretariat of Public Works survey of damages to the rural network (farm-to-market, dirt or gravel surface), indicated that some 2,200 kms. of roads were impassable and 111 bridges destroyed. Assured of immediate disaster assistance from AID/W, the Mission coordinated reconstruction plans with the GODR, IBRD, and IDB. USAID/DR proposed to reconstruct some 250 kms. of road and 16 bridges in the most difficult and devastated mountainous areas where some 282,000 people and 250 villates were isolated. The proposed program was authorized by AID/W subject to availability of funding on October 15, 1979 (State 268077); November 13, 1979 (State 293310); and November 16, 1979 (State 296797).

The project was thereafter immobilized awaiting disaster relief funds and the passage of FY-1980 FAA by the U.S. Congress.

In April 1980, Administrator Bennett directed that \$5.0 million of Development Assistance funds be reprogrammed for this project. Use of 106 funds required the drafting of a project paper which was dispatched to AID/W twelve days after receipt of cabled authorization to proceed. Project authorization was signed by the Administrator on May 21, and the grant agreement signed by President Guzmán, Ambassador Yost, and Mission Director Schwab on June 4, 1980.

Terms of reference for construction supervision were published, evaluated, the best qualified firm selected, and final negotiations are in process with contract signing scheduled for October 20. The first 8 road reconstruction contracts have been signed to reconstruct 98 kms. at cost of \$1,750,620.00. The second group of 8 roads are designed with contracting scheduled for the third week of October.

The need for the assistance continues as before. Through the use of pack animals to deliver farm produce and to purchase food; temporary repairs to roads by villagers and the GODR; and fording of streams by small 4-wheel drive vehicles in dry weather, the isolated peoples have managed to survive. One 20 km. road servicing approximately 30,000 persons is still impassable for anything except burros and mules.

Approximately 3,000 engineering man hours were expended by the GODR in September, October, and November 1979 developing road priorities,

cost estimates, and plans for AID's emergency reconstruction program. Unfortunately, most of the original 3,000 man hours (in excess of \$25,000) in engineering surveys, estimates, and designs had to be redone due to the delay in funding, since during the intervening months, some roads had been partially or temporarily repaired and other roads further deteriorated.

A new addition of office space has been constructed by the GODR to house the administration of the project. Three of the five project administrators are working on the project full-time plus seven field engineers.

Project is proceeding as programmed, however, with a probable two-month additional delay due to extended negotiations on costs with the construction supervisory firm. (The GODR is negotiating down an original cost proposal of \$756,000 to a figure of approximately \$400,000).

14. EVALUATION METHODOLOGY

The evaluation after only four months from date of Grant Agreement is being made by USAID Mission staff based on personal knowledge and data in files to measure progress and assess original cost estimates.

15. EXTERNAL FACTORS

No major changes have occurred. One sub-project has been dropped due to change in status of one road from "rural road" to "highway". This road is now destined for up-grading in the long-range planning of the future highway network.

16. INPUTS

Due to inflation, the project costs from the time of original design, October 1979, until the receipt of project funding has increased approximately 10%. If the per kilometer costs of the first 16 roads holds for the remaining 5 roads, the project, as originally designed, will have a shortfall of approximately \$500,000.

17. OUTPUTS

The shortfall in funding could reduce the number of kilometers to be reconstructed from 250 kms. to 225 kms. The GODR may elect to complete programmed projects with its own funds, if possible.

18. PURPOSE

"...to restore normal rural roads access for members of the USAID target group living in the areas impacted by hurricanes David and Frederick. There is no change in Project Purpose.

19. GOAL/SUB-GOAL

Goal: "Improve income, economic productivity, and quality of life of rural poor." The project will provide access to construction materials, agricultural inputs, transportation for marketable produce, and access to social services for the target group.

20. BENEFICIARIES

The direct beneficiaries of the project are the approximately 282,000 people living on small farms and in some 250 villages who were essentially isolated by landslides and washed-out roads and bridges.

Temporary access has been restored in most areas except during rainy seasons. Even so, the lack of permanent reconstruction of roads has resulted in a continuing disaster impact on the poor in the affected zone. Various expedient solutions have been developed. On the banks of the Río Cuevas an exchange area at the end of the passable road has evolved where truckers with food and agricultural inputs barter with farmers leading their pack animals, wading the river, carrying products to sell. Approximately 30,000 people are still relying on this exchange area, many of them walking as much as 15 to 20 kms. (one way).

Re-establishment of permanent land transportation access will provide the people in the area with services affecting farm income and productivity including access to inputs, credit, marketing, social services, and construction materials to rebuild houses, health clinics, and schools.

21. UNPLANNED EFFECTS

Due to lack of marketing access for such farm produce as was salvageable, the long delay in securing funding for this project worsened the general economic situation of the beneficiaries (in the view of experienced USAID and Secretariat of Agriculture field staffs). Observable abandoned houses and small farms in remote areas indicate some outward migration of rural population. Worsening economic conditions in the area are considered to be at least contributory to this migration.

Because of AID's commitment to assist with Grant funds in road reconstruction of specific projects in a specific area, USAID Loan reprogramming, the GODR and other international lending agencies did not program reconstruction for the most devastated areas, causing months of delays in needed assistance to rural peoples.

22. LESSONS LEARNED

The USG approach to making timely disaster assistance available must be improved. Commitments or detailed planning for disaster relief must be able to depend upon a reliable source and amount of funding. In

this case, prolonged failure of special disaster assistance funds to materialize created serious problems for USAID and the GODR. That failure was unrelated to planning, need, intent of the Congress, or any other valid disaster-related question.

The long delay in availability of disaster assistance in this Rural Roads Project also resulted in waste of scarce resources. The cost to the GODR was some 2,400 man hours (\$20,000), since 80% of the engineering work had to be redone, and at a minimum \$700,000 in temporary repairs within the project area; temporary repairs that contributed little or nothing to the cost of permanent reconstruction. In addition, cost increases have resulted in less road for the available funds.

The delays were the source of considerable frustration to the U.S. Government. In the case of this project, the Mission's relationship with the Secretariat of Public Works was not affected, largely attributable to the Dominicans' grace and understanding. Under the same circumstances, in other countries we might not have fared as well.

Attachments:

Project Data Sheet - 517-0130
Projects and Cost Estimates - Implementation Plan
MAP - Projects for Grant Funding