

DD-ABD-522

A.I.D. EVALUATION SUMMARY - PART I

1. BEFORE FILLING OUT THIS FORM, READ THE ATTACHED INSTRUCTIONS.
2. USE LETTER QUALITY TYPE, NOT "DOT MATRIX" TYPE.

IDENTIFICATION DATA

A. Reporting A.I.D. Unit: O/AID/Rep
Mission or AID/W Office Afghanistan
(ES# _____)

B. Was Evaluation Scheduled in Current FY Annual Evaluation Plan?
Yes Skipped Ad Hoc
Evaluation Plan Submission Date: FY ____ Q ____

C. Evaluation Timing
Interim Final
Ex Post Other

D. Activity or Activities Evaluated (List the following information for project(s) or program(s) evaluated; if not applicable, list title and date of the evaluation report.)

Project No.	Project /Program Title	First PROAG or Equivalent (FY)	Most Recent PACD (Mo/Yr)	Planned LOP Cost (000)	Amount Obligated to Date (000)
306-0205	Commodity Export Program	1986	8/91	61,400	30,000

ACTIONS

E. Action Decisions Approved By Mission or AID/W Office Director

Action(s) Required	Name of Officer Responsible for Action	Date Action to be Completed
1. Redesign and amendment of project	Val Mahan	10/88
2. RFP for Logistics Contractor	Val Mahan	10/88
3. RFP for Studies and Surveys	Val Mahan	10/88
4. RFP for Transportation Unit	Val Mahan	11/88
5. <u>Recommendations:</u> (1) That AID/REP task AMEG to prepare a specific proposal for a limited spare parts inventory to be set up in Peshawar or Islamabad and that AID/W approve the concept and related procurement. The new transportation RFP will address the question of spare parts and maintenance facilities.	Val Mahan	11/88
(2) Mule feed be provided to the parties at their border holding facilities for a four-month trial period--and continued if justified. Decision was made as a matter of policy not to provide feed.	Val Mahan	8/88

APPROVALS

F. Date Of Mission Or AID/W Office Review Of Evaluation: _____ (Month) _____ (Day) _____ (Year)

G. Approvals of Evaluation Summary And Action Decisions:

Name (Typed)	Project/Program Officer	Representative of Borrower/Grantee	Evaluation Officer	Mission or AID/W Office Director
	Val Mahan		John Gunning	Larry Crandall
Signature				
Date				11/29/88

- (3) AID/REP instruct AMEG to discontinue including copies of previously submitted monthly reports in their quarterly reports and to include instead: a summary report of its monitoring, citing the findings of note and action taken thereon; and a response to the questions in the March 1987 Monitoring Plan or indicate how AMEG intended response.

This recommendation was adopted.

- (4) AMEG be relieved of the requirement to procure for the Health Sector Support project as soon as alternative arrangements can be made and put into effect.

This will be reviewed and a decision will be made under the Health Sector Project assessment/redesign.

- (5) AID/REP do a competitive contract for PSA services for U.S. and third country procurement under the follow-on project; AMEG would continue to provide such services until the new contract was operational.

Idea was reviewed and a decision to continue current operations until RFP for logistics contractor is issued and new contract award was made.

- (6) AID/REP continue to contract with AMEG under the new project for the continuation of the services now being provided--less those mentioned in recommendations 4 and 5--plus training.

O/AID/REP has decided to amend the current CEP project and competitively procure the services provided under the project. Three RFPs will be developed: Logistics contractor; Studies; and Transportation. These three RFPs will be circulated in the first quarter of FY 89.

- (7) O/AID/REP develop a follow-on project titled Afghan Rehabilitation Support (AFSUP), to continue cross-border humanitarian commodity assistance; supplement multilateral resettlement assistance; and plan for, and help the free Afghan authorities undertake a massive repatriation and rehabilitation activity.

This idea was rejected and the CEP project was amended to increase the funding level to \$61.4 million and increase the PACD to August 14, 1991.

RSingleton 7/88

Tom Eighmy 10/88

Val Mahan 10/88

Val Mahan 10/88

Val Mahan 5/88

ABSTRACT

II Evaluation Abstract (Do not exceed the space provided)

The project aims to help the Mujahideen and the people of Free Afghanistan to reduce the impact of the war and the exodus of people from Afghanistan by providing humanitarian commodities to the people in Free Afghanistan. The project is being implemented by the American Export Manufacturer's Group (AMEG), the Government of Pakistan (GOP) and the Islamic Union of Afghan Mujahideen (Alliance). This evaluation was conducted by Development Associates under an IQC on the basis of a review of project documents, site visits to Peshawar, and interviews with project personnel. The purpose was to review/assess the operations and progress to date of the Commodity Export Program (CEP), with the objective of identifying possible improvements given current institutional and political constraints. The major findings and conclusions are:

- The project has been successful. Commodities are being distributed to the Afghan people in the Mujahideen controlled areas inside Afghanistan.
- Progress has been good regarding the commodity selection process, the initial practise of including the Alliance Logistics Committee to select commodities has been superceded because of difficulty of convening the Committee, large number of items (60), etc. Focus was made on food and transport assets as highest priority with clothing and construction equipment as second priority.
- Because of the value of CEP type commodities it was recommended to design a new follow-on project to expand the program to include multilateral re-settlement assistance, Free Afghan repatriation and rehabilitation activity as well as cross border humanitarian commodity assistance. This was rejected in favor of amending the CEP project.

The evaluators noted the following "lessons".

- When asking preference in commodities to be procured ask for the three highest priority items instead of a general composite list of commodities.
- Greater direct Afghan involvement is needed in project implementation. Recruitment and training of a cadre of Afghans to institutionalize transport, distribution and logistical services associated with commodity movement should be implemented as soon as possible.
- Maintenance Facility(ies) are needed to support vehicles supplied (AID/Washington has accepted this idea).
- Spare parts must be procured to keep vehicles operative.

COSTS

I/ Evaluation Costs

1. Evaluation Team		Contract Number OR TDY Person Days	Contract Cost OR TDY Cost (U.S. \$)	Source of Funds
Name	Affiliation			
James Roush	Development Associates	PDC-0085-I-00-	83,577 Total	PIO/T 306-
Ralph Singleton	" "	6098-00		80004
Michael Prehn	" "	" "		App. #
Robert Pooley	" "			72-1181021
				BPC: QDPA-88
				27306-EG13
2. Mission/Office Professional Staff Person-Days (Estimate) <u>25</u>		3. Borrower/Grantee Professional Staff Person-Days (Estimate) <u>102</u>		

A.I.D. EVALUATION SUMMARY - PART II

SUMMARY

J. Summary of Evaluation Findings, Conclusions and Recommendations (Try not to exceed the three (3) pages provided)
 Address the following items:

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|--|--|
| <ul style="list-style-type: none"> • Purpose of evaluation and methodology used • Purpose of activity(ies) evaluated • Findings and conclusions (relate to questions) | <ul style="list-style-type: none"> • Principal recommendations • Lessons learned |
|--|--|

Mission or Office: O/AID/Rep	Date This Summary Prepared: 9/19/88	Title And Date Of Full Evaluation Report: Assessment of Commodity Export Program (Afghanistan) May 1988
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1. Project Purpose: The project purpose is to supply humanitarian commodities to the people of Free Afghanistan.

2. Purpose of the evaluation: To review/assess the operations and progress through March 1988, of the CEP project with the objective of identifying possible improvements given current institutional and political constraints. This will include a review/assessment of the following:
 - a. commodity procurement, management, control, and accounting procedures in use by the contract team;
 - b. timeliness and effectiveness of technical assistance provided by the contract team;
 - c. the organizational and management structure of the contract team in light of geographical and institutional relationships which exist;
 - d. the monitoring and accountability efforts of the project;
 - e. the criteria used to select commodities supplied under the CEP;
 - f. the utility or impact of these commodities;
 - g. the degree to which the concentration on transport and related support (e.g. pack animals, spare parts, maintenance, training) is appropriate;

Relevant documentation and personnel of the O/AID/Rep, Government of Pakistan (GOP), project personnel from the different contractors which utilize the services of the CEP procurement contractor (AMEG), AMEG, representatives of UNHCR, NFP, Pakistan railroad and others interested in humanitarian assistance activities in Afghanistan were reviewed/interviewed.

3. Findings and Conclusions

Commodity Support: The status of commodity procurement as of March 31, 1988 (values in \$000):

<u>Item</u>	<u>Purchased</u>			<u>Quantity Delivered</u>
	<u>Qty</u>	<u>Value</u>	<u>%</u>	
<u>Transport equipment</u>	--	<u>11,224</u>	<u>75</u>	--
Cargo trucks	268	7,281	49	163
3/4-ton pickups	224	1,687	11	204
Earthmoving equipment	10	883	6	--
Mules	1,090	959	6	940
Other	--	414	3	--
 <u>Clothing and blankets</u>	 --	 <u>582</u>	 <u>4</u>	 --
Blankets	22,400	142	1	22,400
Boots (pr)	48,920	310	2	39,400
Shalwar Kameez	23,728	130	1	23,728

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SUMMARY (Continued)

<u>Food</u>	--	<u>3,024</u>	<u>20</u>	--
Tea, black & green (Kg.)	95,642	176	1	95,642
Sugar (Kg.)	102,456	173	1	102,456
Ghee (cooking oil--tins/2.5 Kg)	87,800	181	1	87,800
Food packs (4 persons/1 week)	199,817	2,250	15	145,617
Food packs (one day)	125,000	244	2	--
<u>Other</u>	--	<u>87</u>	<u>1</u>	--
TOTALS	--	14,917	100	--

The management, control and accounting procedures in use by the contract team was found to be satisfactory up to the Afghan border.

The timeliness and effectiveness of the technical assistance provided by the contract team was found to be the best that could be expected, with AMEG starting operations in Pakistan within two months of contract signing and beginning the first major procurement less than a month later.

The size and composition of the AMEG staff is appropriate for the job at hand. The staff (American, Pakistani and Afghan) is well qualified, hard working and dedicated to the program, although the ratio of Afghans to Pakistanis should be increased.

AMEG's monitoring activities within Pakistan are good. AMEG had only made one monitoring trip inside Afghanistan by the time of this assessment and had not yet made a full report. AMEG should try to improve cross-border monitoring activity.

After the initial attempt to include the Alliance Logistic Committee in commodity selection, AMEG quickly developed an appropriate procedure and has continually procured commodities on a timely basis. The assessment team foresees a potential rush in procurement activity associated with the repatriation/rehabilitation phase and feels AMEG should begin to assess the procurement implications and possible additions to the current procurement list.

Specific impact of commodities supplied is hard to measure precisely. Because the commodities are turned over to the Alliance at the Afghan/Pakistan border, end-use impact is not specifically monitored by AMEG. Interviews with Alliance members show that conditions within Free Afghanistan have improved because of CEP-supplied commodities (food, clothing, transport assets).

The focus on transport assets (pack animals, trucks, etc.) is appropriate, although a greater emphasis on spare parts and maintenance capacity should be given. A maintenance center to maintain the trucks and train mechanics should be opened as soon as possible.

The major conclusion of the assessment team was that as a result of intelligent and imaginative use of the unusual flexibility provided provided by Section 541 of the Foreign Assistance Act (the "notwithstanding clause") the implementation of the CEP project has been outstanding in many ways. AMEG has done a good job considering the circumstances. It was suggested that procurement for other projects (specifically health) be spun off to ensure that contractor overload does not occur.

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Principal Recommendations

- (1) That AID/REP task AMEG to prepare a specific proposal for a limited spare parts inventory to be set up in Peshawar or Islamabad and that AID/W approve the concept and related procurement.
- (2) Hule feed be provided to the parties at their border holding facilities for a four-month trial period--and continued if justified.
- (3) AID/REP instruct AMEG to discontinue including copies of previously submitted monthly reports in their quarterly reports and to include instead: a summary report of its monitoring, citing the findings of note and action taken thereon; and a response to the questions in the March 1987 Monitoring Plan or indicate how AMEG intended to respond.
- (4) AMEG be relieved of the requirement to procure for the Health Sector Support project as soon as alternative arrangements can be made and put into effect.
- (5) AID/REP do a competitive contract for PSA services for U.S. and third country procurement under the follow-on project; AMEG would continue to provide such services until the new contract was operational.
- (6) AID/REP continue to contract with AMEG under the new project for the continuation of the services now being provided--less those mentioned in recommendations 4 and 5--plus training.
- (7) O/AID/REP develop a follow-on project titled Afghan Rehabilitation Support (AFSUP), to continue cross-border humanitarian commodity assistance; supplement multilateral resettlement assistance; and plan for, and help the free Afghan authorities undertake a massive repatriation and rehabilitation activity.

Lessons Learned:

1. Extraordinary flexibility, when granted by Congress and exercised in an intelligent, imaginative and responsible fashion can greatly enhance the performance of a project.
2. In a large, high-priority, multifaceted program such as the CBHA program contractor overload is an ever present danger.
3. Assertions by host country officials concerning the availability of goods and services such as spare parts and repair facilities must be confirmed independently.

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