

Chemonics International

USAID RAISE IQC No. PCE-I-00-99-00003-00, Task Order 808

Madagascar ReCAP Rural Roads Cyclone Rehabilitation Project

First Annual Workplan

January 16, 2001 to December 31, 2001

Submitted March 23, 2001

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## List of Acronyms

GOM	Government of Madagascar
CNS	National Disaster Committee
FCE	East Coast Rail Line
RAISE	Rural and Agricultural Income with a Sustainable Environment
IQC	Indefinite Quality Contract
RIP	Road of Provincial Interest
RTN	Temporary National Road
AUP	Road Users Association
ESF	Environmental Screening Form
RFP	Request for Proposals
RFB	Request for Bids
VAT	Value Added Tax

## **A. Background**

Cyclones Eline and Gloria caused extensive damage during the months of February and March 2000. According to figures gathered by the Government of Madagascar (GOM) National Disaster Committee (CNS), 300,000 people were affected and 200 were killed. As much as 50 percent of the season's harvest was lost, particularly rice. Irrigation systems, farmland, roads and the FCE rail line were damaged by landslides, washouts and flooding. The communities hit by the cyclone face a greater vulnerability to food insecurity as their major sources of income were damaged. Farm to market roads were left impassable and the FCE rail line was closed for three months. This made it difficult, if not impossible for farmers to transport their crops to regional and international markets, leading farmers to resort to traditional slash and burn agriculture. This vicious cycle will provoke further ecological damage and soil erosion and will lead to even greater vulnerability to future cyclones.

For fiscal year 2001, USAID/Madagascar made \$14 million available for cyclone recovery activities, including \$5.35 million for the rehabilitation of rural roads and the Manakara port. On January 16, 2001, Task Order 808 was awarded to Chemonics International under the RAISE Indefinite Quality Contract (IQC), Contract number PCE-I-00-99-000003-00. The results of this task order that are to be achieved by December 15, 2002 are:

- 93 km of secondary farm to market road (RIP 4) repaired and 20 road users associations created;
- 140 km of tertiary farm to market roads rehabilitated and 30 road user associations created;
- Manakara Port warehouse roofs repaired and wharf stabilized.

The objectives fall under the mission's SO3, under a new Special Intermediate Result 3.5, *Productive infrastructure and systems rehabilitated.*

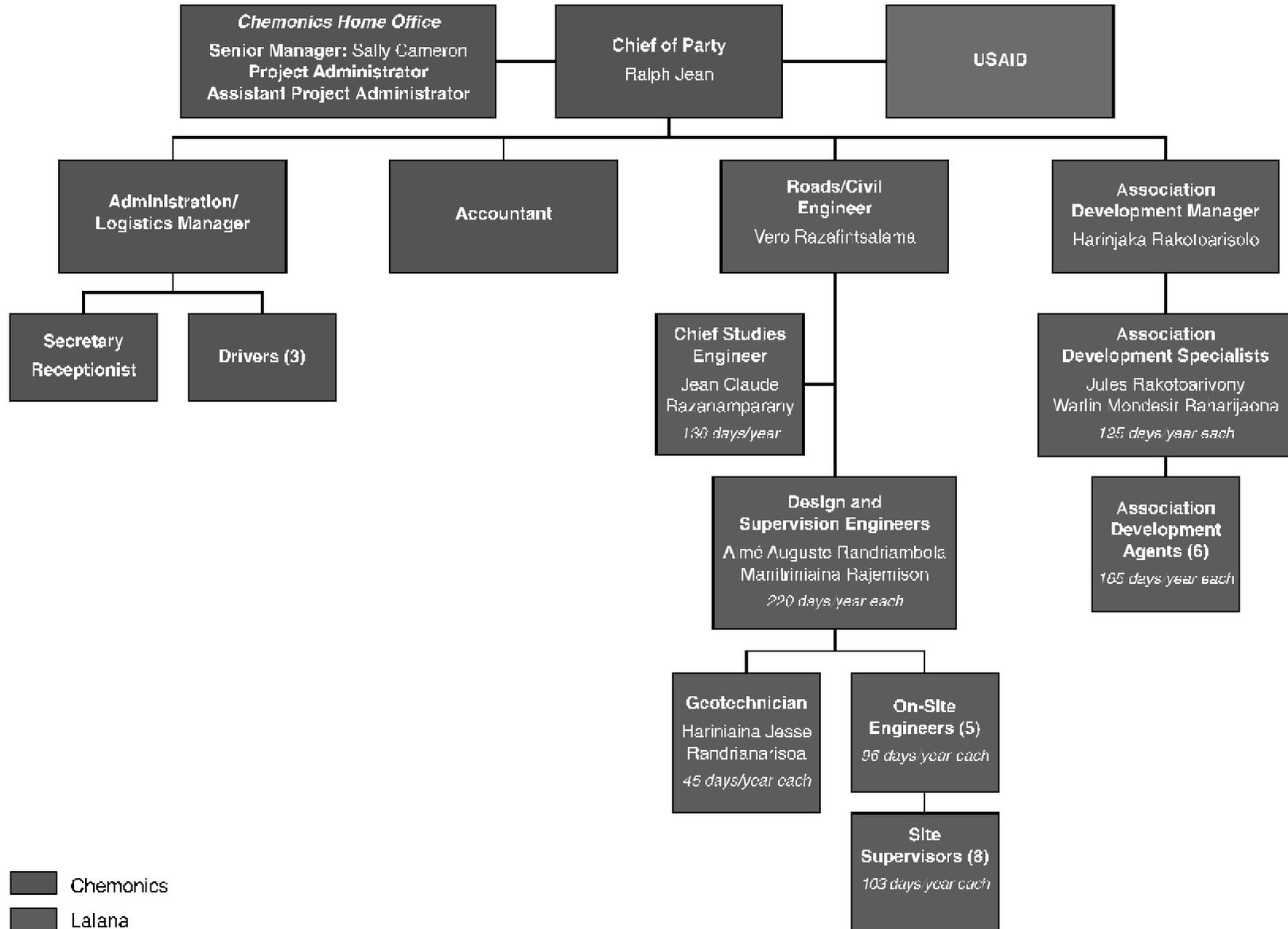
## **B. Organizational Structure**

The Chemonics team is made up of one expatriate: the Chief of Party. The project hopes to continue what was started under the CAP project, that is, to transfer management capacity to the local staff to the greatest extent possible. The Chief of Party is to provide leadership and guidance to the staff in meeting the objectives of the project. In addition, he will be responsible for monitoring the sub-contracts with the local firms, liaising with USAID/Madagascar and other partners, completing reporting requirements, and supervising all local staff.

Assisting the Chief of Party with technical matters is the Chief Engineer. The Chief Engineer will oversee the studies that will be undertaken for the road projects, the preparation of the tendering documents and technical specifications, and monitor the technical progress of the construction contracts.

The chart on the next page shows the Organizational structure of the ReCap project.

**Exhibit II-1. Organization**



## **C. Strategic Challenges**

Two types of strategic challenges are identified for this project; the first are technical challenges and the second are managerial challenges.

### ***C.1. Technical Challenges***

- 1. Interpret the Scope of Work in a way that will make the project valuable and feasible while meeting the needs of USAID.**

The most important challenge of this project is to complete the work on time while at the same time choosing road projects that are economically viable and meet the requirements set forth by USAID. This will be difficult but we are committed to a strict adherence to the criteria set forth below.

- 2. Complete durable work with the most promising firms and be completed by November 2002.**

The objectives of expediency and durability may seem to be in conflict, however, we will use the resources at our disposal to rehabilitate the roads better than they were previously but at the same time complete them on schedule. We will be achieving this by using larger more experienced road construction companies that are able to allocate their resources quicker and more efficiently than smaller ones.

- 3. Use all obligated funds efficiently and effectively before the end of the project.**

These cyclone funds must be spent quickly, but at the same time, within the prescribed USAID regulations. This requires a strong internal control structure, sound procedures, and effective subcontract monitoring. The management team that has been put in place has the skills and experience to achieve these objectives.

- 4. Select road rehabilitation projects that will have the greatest impact for the area and that will provide the optimal conditions for the work to be completed and the AUP's to be formed.**

Roads that will be selected for rehabilitation will be chosen on the basis of our selection criteria, two of which are the economic potential of the areas and the capacity of the local population to form effective AUP's. In addition, all of the conditions, such as accessibility, the availability of construction material, and the motivation of the local population must be considered before a project is approved.

- 5. Incorporate a road selection strategy that implicates the relevant parties and which allows the AUP's to be autonomous in two years.**

Under the CAP project, AUP's were often nurtured over a three-year period before they were allowed to function without any technical assistance from the project. Under this program, some AUP's will have less than one year of training before the end of the project. In order to assure the sustainability of the AUP's, the local population along with the elected authorities will need to be consulted and assessed based on their desire and capacity to continue the road maintenance.

**6. Develop a culture of road maintenance and protection on the RIP 4/RNT 14 and adapt the roles of the AUP's accordingly.**

The RIP 4 has been reclassified as a national temporary road (RNT) and as such the maintenance becomes the sole responsibility of the national government. Consequently, AUP become redundant and they are unable to set up toll collection points. One of the challenges of the project is to assure that the continued maintenance of the RIP is guaranteed after the work is completed while respecting the laws of the country.

### ***C.2 Managerial Challenges***

**1. Constitute a team spirit that will facilitate decision-making, have vision, anticipate needs, take initiative and organize actions.**

In order to complete the project in the time frame required with the constraints and requirements that have been set upon it requires an extraordinary team spirit and collective action. All members of the team will have to use all of the skills noted above in order for the project to succeed.

**2. Manage the project in order to maximize and develop the capacities of each team member.**

As stated above, all team members will be pushed to their maximum capacities. In so doing, additional skills will be developed.

**3. Develop procedures that will allow for maximum efficiency, cohesiveness of actions, good internal communication and which respects contractual terms and technical norms.**

Administrative and technical procedures and requirements must at the same time follow prescribed regulations and allow the project to progress according to schedule.

**4. Use the available resources (time, personnel, equipment) as efficiently as possible.**

Management must always be sure that the project resources are used in order to achieve the results within the prescribed time frame. We will also be expecting close cooperation with the USAID mission in order to get timely approvals for subcontracts. Thus far, USAID has been very cooperative and they have pledged to not impede the timely implementation of the project.

**5. Manage the intervention of the government authorities in order to assure effective cooperation while reducing constraints and getting necessary support, including with the VAT.**

The government authorities will be consulted throughout the process and we will be requiring their assistance with certain key issues, such as payment of the VAT.

**D. Selection Criteria**

The Task Order specifies the choice of the port of Manakara and RIP4. Therefore, this step applies only to the 140 km of unspecified rural roads in the two regions Fianarantsoa and Moramonga. The specific selection criteria are as follows:

To be eligible for consideration, a road must:

- Have sustained cyclone-damage.
- Be in one of USAID's priority conservation zones.
- Be linked to a more major road in good condition or to the FCE railroad.

If a road meets all of the required criteria, it then will be scored according to the criteria shown below. Roads with the highest scores and internal rates of return (IRR's) will then be chosen by a committee consisting of representatives of the project and USAID. The selected roads will be presented to the regional authorities for concurrence.

- Value of agricultural production.
- Possibility of a rapid increase in marketed goods.
- Willingness of local authorities to contribute to maintenance.
- Capacity of the beneficiaries to organize themselves to carry out maintenance.
- Proximity to other Re-CAP activities to maximize impact in zone and facilitate logistics.
- Possibility of synergies with partners' programs, especially USAID programs.
- Coherence with national, provincial, and regional priorities.

These include those of the Ministry of Public Works as in the February 2001 strategy paper and multi-criteria analysis, the provincial CMP (comites multi-local de planification), and regional GTDR (groupes de travail pour le developpement rural).

- Feasibility of doing high quality work given the budget and time period.
- Enough control over elements of the work to leave a usable, durable road in place.

## E. Project Implementation

### E.1 Start-up Mobilization Plan

We have developed a two-month mobilization plan that will allow us to begin implementation as quickly as possible given the short time frame to complete the activities. The table below lists the key dates.

<b>Mobilization Plan: January 16 – March 16, 2001</b>	
Contract Award	January 16
Local team starts administrative and logistics work	January 22
Lalana full-time staff begins (20 days post award)	February 5
COP orientation in DC	February 20-23
COP arrives in country	February 26
Technical studies begin	February 26
Local admin staff hired	Feb. 26 - Mar. 2
Orientation field trips	Mar. 4 - Mar. 8
Office available	March 5
Office Furniture installed	March 8
Strategic planning sessions	March 9
Quarterly Report submitted	March 9
Computer network set up	March 13
Policy manual in place	March 15
Vehicles available	March 16
Implementation Report	March 16

The main tasks during the mobilization period are described below.

*Office set up.* The former CAP deputy for finance, Jean-Luc Aldorf, will work with a home-office project administrator to find an office, set up the bank account, install phone lines, select an Internet service provider, order the office furniture, and procure those vehicles and computers that will be procured locally. They will also begin interviewing for an office manager, accountant, and local support staff. Our aim will be for the team to have a fully functioning office by 60 days after contract award.

*Teambuilding and orientation.* The COP and Lalana will need to get to know each other, and the COP will need to get to know mission and key partner staff. We will do some team building via and workshop and will organize field trips in order to visit potential road sites. We will organize brief field trips to both Moramanga and Fianarantsoa during the first two weeks. One or two Lalana staff and Sally Cameron will accompany the COP on these trips.

*Quick-start technical activities.* Some technical work must begin right away if we are to get the RIP4 and as many other roads as possible done in 2001. Engineering and Socio-economic studies for the RIP 4 have begun.

*Planning.* After the COP has had two weeks of orientation and reconnaissance trips, we will begin the strategic planning sessions. After the initial sessions, the team will have reached consensus on their own version of the strategic challenges. They will then present these to key partners such as LDI and the mission. By the end of the week, they will have a set of strategic challenges that everyone agrees on. These will be the basis of the revised implementation plan.

## **E2. Road Construction Implementation Plan**

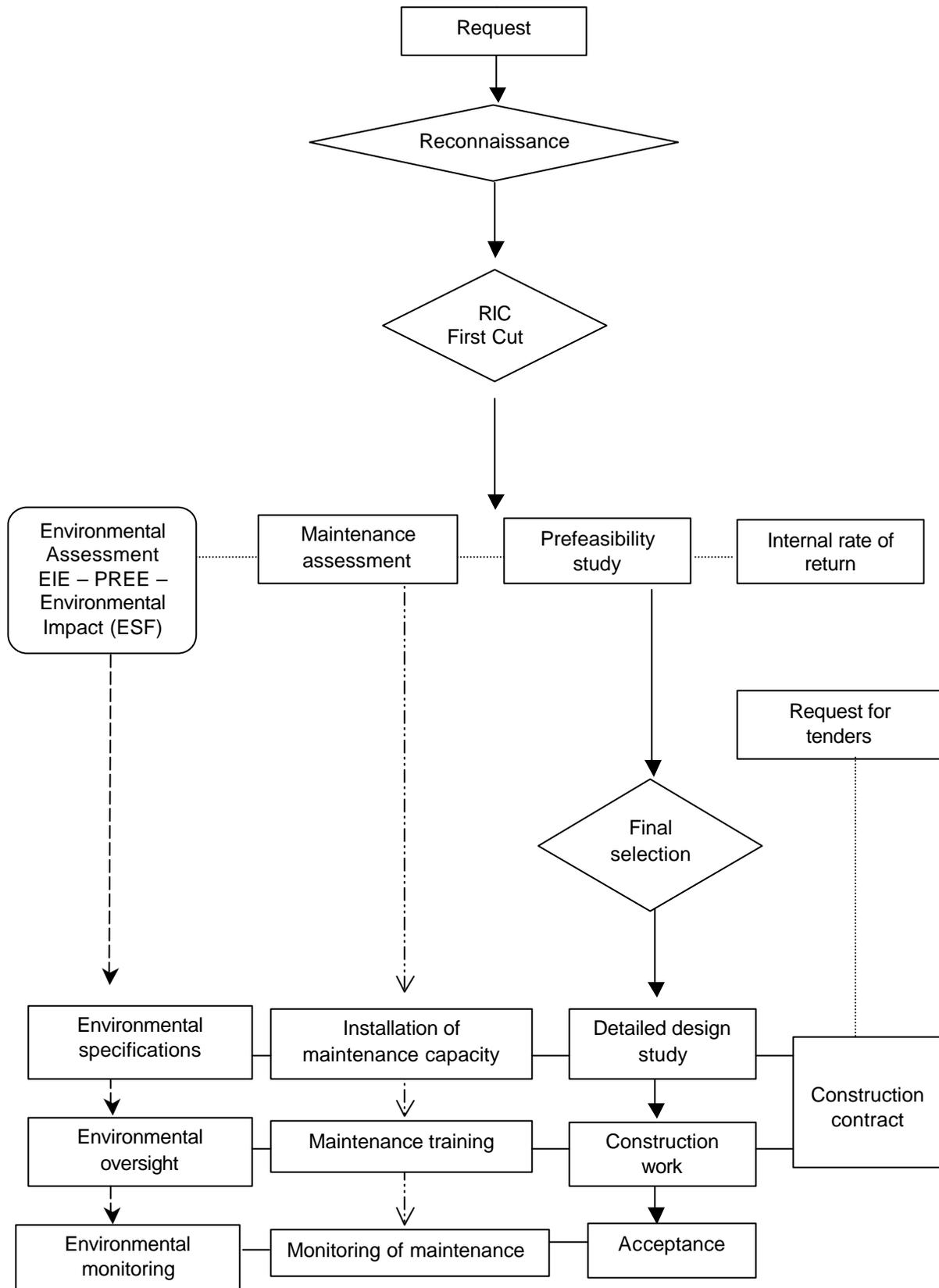
Over the life of the task order, our work will be to:

- Repair the 93-km secondary road RIP4 and create road user associations capable of maintaining the road by January 2003
- Repair the warehouse roofs and stabilize the wharf of the port of Manakara
- Rehabilitate approximately 140 km of tertiary roads in Manakara and Fianarantsoa and create road user associations capable of maintaining these roads by January 2003

The request for the rehabilitation of a potential road begins with a formal request, either from the local authorities, one of our partners or USAID. If the road fits our required criteria, a team is sent out to conduct an initial reconnaissance of the site. If possible, and with the information that we have at our disposal, the road is then scored according to the secondary criteria. Following an evaluation of available resources and the feasibility of a proposed road projects, a short list of roads is then chosen for a detailed socio-economic study. It is during this phase that the local capacity and motivation of the local population is evaluated. After the short list of roads have been through a socio-economic evaluation, the selection committee consisting of representatives of the project and USAID will meet to decide which projects should be pursued in light of the scoring process. Once the roads selected have been accepted by the local authorities, studies will be undertaken by the engineering staff in order to prepare the documents for the request for bids. At the same time, environmental assessments will be undertaken using the environmental screening form (ESF). It is our hope that the GOM accepts the ESF procedure that we are implementing. Otherwise, some of our projects may be delayed significantly.

Potential firms will be assessed and pre-qualified and a restricted RFB will be launched for the roads. This process will begin first for the RIP 4 and port, then for the other selected roads. The selection and evaluation process is shown on the following page.

**Exhibit I-1. Life Cycle of a Rehabilitation Effort**



### E3. Work Schedule and Target Dates

During year 1 our objectives are to complete the following:

- 45 km of the RIP 4/RTN 14 from Ifanadiana to Tolongoina
- Repair of the warehouses and wharf at Manakara
- 60 km of the tertiary roads (or 40% of the tertiary roads depending on the availability of funds)

The table below lists the key dates for this year and following is a detailed LOP Gantt chart.

<b>Year 1 Work Schedule</b>		
<b>1. RIP4 (Rehabilitation of 45 kilometers)</b>		
<b>Activity</b>	<b>Key Players</b>	<b>Completion Date</b>
Preparation of a model contract	Management team	April 2001
Socioeconomic evaluation	Association development team	April 2001
Environmental Assessment	Engineering team	April 2001
Technical evaluation and APS	Chief Studies Engineer	May 2001
Preparation of tendering documents	Engineering team	May 2001
Issuance of tenders	Management team	June 2001
Selection of construction contractors	Management team	July 2001
Initial construction work begins	Construction companies	July 2001
Site visits	Engineering team	July-Nov 2001
Provisional acceptance for road sections that are complete	Engineering team	Nov-Dec 2001
<b>2. Port Manakara (Repair of warehouse roofs and stabilization of the wharf)</b>		
<b>Activity</b>	<b>Key Players</b>	<b>Date</b>
Detailed technical specifications (APD)	Engineering team	April 2001
Issuance of tenders	Engineering team	May 2001
Selection of construction contractors	Engineering team, COP	June 2001
Initial construction work begins	Construction companies	July 2001
Acceptance of work	Engineering team	November 2001
<b>3. Tertiary roads (Approximately 60 km of Rehabilitation in Moramanga and Fianarantsoa)</b>		
<b>Activity</b>	<b>Key Players</b>	<b>Date</b>
Socioeconomic evaluation	Association development team	June 2001
Environmental Assessment	Engineering team	July 2001
Technical evaluation and APS	Chief Studies Engineer	July 2001
Preparation of tendering documents	Engineering team	August 2001
Issuance of tenders	Management team	August 2001
Selection of construction contractors	Management team	September 2001
Initial construction work begins	Construction companies	October 2001
Site visits	Engineering team	Oct.-Dec. 2001
Provisional acceptance for road sections that are complete	Engineering team	Dec 2001
<b>4. Association development work</b>		
<b>Activity</b>	<b>Key Players</b>	<b>Date</b>
Initial association development work begins	Association development team	June 2001
Train association in road management and maintenance	Association, engineering teams	June-Dec. 2001
Obtain delegation of responsibility	Association development team	December 2001

## F. Gantt Chart



ID	Nom de la tâche	Duration	Q1 '01	Q2 '01	Q3 '01	Q4 '01	Q1 '02	Q2 '02	Q3 '02	Q4 '02
			D	J	F	M	A	M	J	J
1	<b>1 Projet ReCAP</b>	493 d								
2	1.1 Démarrage du projet	34 d								
3	1.1.1 Start up	34 d								
4	1.2 Procédures générales	402 d								
5	1.2.1 Manuel de procédures	27 d								
6	1.2.1.1 Projet de Manuel	20 d								
7	1.2.1.2 Approbation de l'équipe	7 d								
8	1.2.2 DAO Type	33 d								
9	1.2.2.1 Premier draft de DAO	7 d								
10	1.2.2.2 1ère réaction du siège	7 d								
11	1.2.2.3 Traduction	5 d								
12	1.2.2.4 Approbation du siège	7 d								
13	1.2.2.5 Approbation de l'USAID	7 d								
14	1.2.3 Sélection des routes tertiaires	60 d								
15	1.2.3.1 Approbation de l'USAID des critères	15 d								
16	1.2.3.2 Sélection théorique	45 d								
17	1.2.3.3 Information et validation des autorités loc	15 d								
18	1.2.4 Evaluation environnementale	28 d								
19	1.2.4.1 Approbation de l'USAID sur le processus	7 d								
20	1.2.4.2 Préparation d'une proposition pour le Got	7 d								
21	1.2.4.3 Approbation du gouvernement	7 d								
22	1.2.4.4 Adaptation de l'ESF	7 d								
23	1.2.5 Rapport trimestriel	396 d								
31	1.3 Réhabilitation de la RIP 4	457 d								
32	1.3.1 Reconnaissance	5 d								
33	1.3.2 Etudes	54 d								
34	1.3.2.1 Etudes APS / APD	39 d								
35	1.3.2.1.1 Terrain APS	15 d								
36	1.3.2.1.2 Rapport APS	24 d								
37	1.3.2.2 Etudes socio-économiques	27 d								
38	1.3.2.2.1 Terrain Socio-éco	15 d								
39	1.3.2.2.2 Rapport Socio-éco	5 d								
40	1.3.2.3 Etudes environnementales	19 d								
41	1.3.2.3.1 Terrain ESF	1 d								
42	1.3.2.3.2 Rapport ESF	5 d								
43	1.3.2.3.3 Approbation des ESF	10 d								
44	1.3.3 Décision finale de l'équipe	1 d								
45	1.3.4 Processus d'Appel d'Offres	47 d								
46	1.3.4.1 Etablissement DAO	10 d								
47	1.3.4.2 Préparation des offres par les entreprises	21 d								
48	1.3.4.3 Analyse des offres	5 d								

TH

ID	Nom de la tâche	Duration	Timeline (2001-2002)																				
			D	J	F	M	A	M	J	J	A	S	O	N	D	J	J	A	S	O	N	D	J
49	1.3.4.4 Adjudication par le CET	1 d																					
50	1.3.4.5 Etablissement des marchés	5 d																					
51	1.3.4.6 Approbation des marchés	5 d																					
52	<b>1.3.5 Exécution des travaux</b>	<b>260 d</b>																					
53	1.3.5.1 Travaux 45 km	20 w																					
54	1.3.5.2 Travaux 48 km	20 w																					
55	1.3.5.3 Travaux ponts	20 w																					
56	<b>1.3.6 Réception définitive (pour mémoire)</b>	<b>1 d</b>																					
57	<b>1.3.7 Socio-organisation</b>	<b>457 d</b>																					
58	1.3.7.1 Mise en place	15 w																					
59	1.3.7.2 Transferts	4 w																					
60	1.3.7.3 Mise en fonctionnement	72.4 w																					
61	<b>1.4 Routes tertiaires an 1 (60%)</b>	<b>385 d</b>																					
62	<b>1.4.1 Reconnaissance</b>	<b>10 d</b>																					
63	<b>1.4.2 Etudes</b>	<b>49 d</b>																					
64	<b>1.4.2.1 Etudes APS / APD</b>	<b>39 d</b>																					
65	1.4.2.1.1 Terrain APS	15 d																					
66	1.4.2.1.2 Rapport APS	24 d																					
67	<b>1.4.2.2 Etudes socio-économiques</b>	<b>44 d</b>																					
68	1.4.2.2.1 Terrain Socio-éco	15 d																					
69	1.4.2.2.2 Rapport Socio-éco	15 d																					
70	<b>1.4.2.3 Etudes environnementales</b>	<b>49 d</b>																					
71	1.4.2.3.1 Terrain ESF	15 d																					
72	1.4.2.3.2 Rapport ESF	10 d																					
73	1.4.2.3.3 Approbation des ESF	5 d																					
74	<b>1.4.3 Décision finale de l'équipe</b>	<b>3 d</b>																					
75	<b>1.4.4 Processus d'appel d'offres</b>	<b>47 d</b>																					
76	1.4.4.1 Etablissement DAO	10 d																					
77	1.4.4.2 Préparation des offres par les entreprises	21 d																					
78	1.4.4.3 Analyse des offres	5 d																					
79	1.4.4.4 Adjudication par le CET	1 d																					
80	1.4.4.5 Etablissement des marchés	5 d																					
81	1.4.4.6 Approbation des marchés	5 d																					
82	<b>1.4.5 Exécution des travaux</b>	<b>100 d</b>																					
83	1.4.5.1 Travaux Mormanga	20 w																					
84	1.4.5.2 Travaux Fianarantsoa	20 w																					
85	<b>1.4.6 Réception définitive (pour mémoire)</b>	<b>7 d</b>																					
86	<b>1.4.7 Socio-organisation</b>	<b>323 d</b>																					
87	1.4.7.1 Mise en place	15 w																					
88	1.4.7.2 Transferts	4 w																					
89	1.4.7.3 Mise en fonctionnement	40 w																					

