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CONSTRUCTION CONTROL SERVICES CORPORATION

**REPORT
ON
REORGANIZATION
OF
THE AFGHAN CONSTRUCTION
AND
LOGISTICS UNIT
-ACLU-**

FINAL REPORT

Project # 306-0205

1 August 1991

73E Abdara Road, University Town, Peshawar, Pakistan.

FOREWORD

The Afghan Construction and Logistics Unit (ACLU) was conceived in 1988 to fill a perceived need upon Moscow's withdrawal from the country following the Geneva Accord on Afghanistan. It was formed quickly as a parastatal organization to carry out two activities: (1) provide transport for refugees returning to their home areas and for commodities to aid in their resettlement, and (2) repair or rebuild war-damaged roads and bridges to open penetration routes in Afghanistan so that vehicles could reach areas in need with support commodities.

ACLU has performed those activities with considerable success. However, refugees do not need transport at this time and the massive commodity distribution program has been discontinued. Afghan private truckers can now provide transport into the accessible areas. Therefore ACLU's commodity transport activity is being dismantled.

There remains a great need for penetration roads into the Afghan countryside. Existing war-damaged and/or neglected routes need to be repaired, rehabilitated or up-graded and some alternate routes need to be constructed so that motorized transport can more readily serve difficult to reach areas.

Clearly ACLU's road and bridge construction activities need to continue. Indeed they are expected to expand. This paper presents a plan for reorganizing ACLU with a formal legal status, staffed and equipped to function as an effective engineering and construction entity to serve the present and foreseeable road construction needs of Afghanistan.

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EXECUTIVE SUMMARY

o Background

The Afghan Construction and Logistics Unit (ACLU), a project of the Commodity Export Program (CEP), was designed in mid-1988 after the signing of the Geneva Accord on Afghanistan. The project was to provide transport service to Afghan families returning to their homes, and to bring them commodities, enabling them to function until they were self-sufficient. Ancillary to that transport function, ACLU was to repair war-damaged roads and bridges so that the transport services could function. The first three years of ACLU's achievements have been impressive. The Transportation and Logistics Section has hauled over 20,000 tons of food, commodities, and other cargo into Afghanistan. The performance of the Construction Engineering Department and the Construction Units has been even more impressive. Equipped with 208 pieces of construction equipment and utility vehicles, some of the projects completed include the 180 foot clear-span Arundu Bridge near the Pak-Afghan border in the Kunar valley, a 108 km. road in the Kunar valley, repair of numerous roads, and initial surveys for additional roads. Some 825 people are employed by ACLU. However, the refugees have not required transport for large-scale repatriation, and the private sector can now provide adequate service for transport of commodities. The need for repair and construction of roads and bridges continues and will increase as the war ends. It is, therefore, prudent to reorganize ACLU into a construction unit which can facilitate the functioning of the Afghan private sector and the return of refugees to their homes.

o Legal Status

ACLU has had neither juridical status nor a formal entity, but it has operated like an Non-government Organization (NGO)-parastatal organization of the U.S. and Pakistan governments. With the reorganization, ACLU should have a formal and legal status, and every effort will be made to register as an Afghan NGO under Pakistani law. The reorganized Afghan Construction and Logistics Unit will have a Charter composed of articles setting out its temporary location and description of functions, aims and objectives, management structure, capital, and general provisions. It will also have By-laws that establish ACLU's relationship to AID/Afghanistan and an Advisory Committee of Experts, the duties and responsibilities of the Advisory Committee, meetings of the Advisory Committee, and the duties of the General Manager. The Advisory Committee will elect its own officers, and Experts shall serve for two year terms, unless removed. Experts are eligible for re-election. Removal is for charges of misconduct or absence from three consecutive meetings. The Advisory Committee will be composed of five members selected from prominent non-political technocrats in a manner which provides both the broadest possible representation and a politically neutral Committee. Experts will be chosen from the following sectors: Afghan professional engineers, at least one of whom has previous experience at a policy-making level in construction engineering (3), Commanders' Shura (1), Agency Coordinating Body for Afghan Relief (ACBAR) (1). The

Advisory Committee will recommend for AID/Afghanistan approval the appointment of the future General Manager and the Deputy General Manager, and will formulate policies, procedures and operational controls for recommendation for AID/Afghanistan approval.

o Reorganized ACLU

While ACLU will lose Transport staff and there will be a small reduction in staff when the Afghan Technical Training Center is transferred to the Manpower Training Program of the University of Nebraska, Omaha, there must be sizeable increases in qualified road and bridge field construction personnel and technical staff for survey, mapping, project planning and development. Also, some additional staff will be required to begin to contract out a portion of the construction work and to create a mobile maintenance and repair unit. As the construction capability of ACLU increases there must be additional equipment provided to realize this potential. The new ACLU will be politically neutral and additional staff will be selected on the basis of merit. The outstanding working relationship between ACLU and the technical contractor, Construction Control Services Corp. (CCSC), should be further developed and enhanced.

o Training

CCSC will fill the vacant position for a full-time expatriate civil engineer, who will advise ACLU and train staff on development of cost-effective designs for roads and bridges and will prepare a training program for ACLU technical staff. Some senior staff will receive on-the-job training in the United States with appropriate agencies. An occasional short-term expatriate consultant will train the field engineers. Management training will be provided by short-term expatriates at all levels to introduce the concept of quality work and more "proactive" management style. The Afghan Technical Training Center (ATTC) will be incorporated into the Manpower Training Program (MTP) of the Education Sector Support Project (ESSP), including nine staff members.

o Project Selection Process/Criteria

It is proposed that the reorganized ACLU undertake a condition survey of all roads serving all province capitals and major population areas in Afghanistan where security permits field inspection, and will expand the survey to the entire country when security allows. Future project selection for both ACLU and other donors will benefit tremendously from this Afghan Road Condition Survey (ARCS).

The project selection process will proceed from identification by any concerned party; initial screening by the ACLU Management Team; field reconnaissance by the Surveying and Mapping Department; selection for further development by the Management Team with input from the Advisory Committee; detailed final design by the Engineering Department; and finally, Advisory Committee and

AID/Afghanistan approval for implementation. Criteria for selection will include security conditions and access; financial feasibility; technical feasibility; willingness of beneficiaries to contribute labor or other resources; potential impact on development of Afghanistan; significance to repatriation, rehabilitation and resettlement of Afghanistan; benefit maximum number of Afghans, politically neutral, striving for equal treatment of all parties, religions, groups; in accessible districts of provinces controlled by Mujahideen, without geographic limitations or bias; and concentrated on secondary roads and minor repairs to primary road system.

o Staffing of Reorganized ACLU

The ACLU staff requirements have been adjusted to meet the proposed reorganization plan. With the disbanding of the Transportation & Logistics Department, there initially will be a cutback of 51 employees, mostly drivers and dispatchers, and reassignment of the remaining staff to the Equipment & Maintenance Staff. The current staff of 825 will drop to 785, but will eventually build up to 904 (Details are in Sect. VI). This proposal anticipates continual growth of ACLU's road and bridge reconstruction activities. As long as AID is involved in providing the principal financial support of ACLU, it is essential that a technical assistance and advisory contractor be in place. In view of the excellent relationship CCSC has built with ACLU, their understanding of the task, and their performance to date, it makes prudent sense to keep them on the contract. A full-time expatriate civil engineer and a short-term expatriate civil engineer consultant should be added to the CCSC team. The position of Logistics and Transport Coordinator will be eliminated. This would leave a full-time team of four expatriates.

o Equipment for Reorganized ACLU

Thirty-one trucks are considered surplus to ACLU's new requirements and can be transferred to other AID-funded activities. Sixty-seven trucks will be retained to support the construction activities of the three road and one bridge construction units. 43 trucks (4x4) stationed at Hayatabad were used to transport commodities into Afghanistan. ACLU construction has been one of ACLU Transport Department's largest volume clients. With the construction units reaching their full potential, up to 300MT of cement, rebar, concrete pipe, and other construction materials will be needed per month. In addition, food, camp equipment and supplies, spare parts and Bailey bridge materials must be hauled to the job sites from Peshawar. Trucks will be needed to move to new job sites, which may be increasing distances from Peshawar. Some 10 trucks need to be retained by the Equipment & Maintenance Department to accomplish these essential tasks. As distances increase the present two fuel tankers will be insufficient to support this increased scope of project locations; therefore, it is necessary to convert two additional trucks to fuel tankers.

The units could be made more functional and efficient with the addition of some equipment that can be listed in three categories: (1) equipment required to bring the construction units' production up to commercial standards - 21 pieces at \$1,464,000; (2) equipment which would enhance and make the units more productive, but is not

critical - 11 pieces at \$1,275,000 (Note: DOD would be a good source for this category); and (3) equipment which can be fabricated locally - 8 pieces at \$33,000. (See Sect. VII for details).

o Future Viability of ACLU

ACLU will have a legal Charter and By-Laws and will be registered as an Afghan NGO in Pakistan. It will have a politically neutral Advisory Committee of Experts to recommend policy, and a management team to direct day-to-day operations and carry out policy. Initial funding by AID/Afghanistan will carry the organization forward while support is attracted from other donors, the future new Government of Afghanistan, and the private and voluntary sector. Consideration has been given to the disposal of ACLU assets in case of any future demise of ACLU and to the timing of any necessary disposals. Thus, there is reasonable possibility that ACLU will have long-term viability and will be able to stand on its own with progressively less funding support from AID/Afghanistan until all operations can be headquartered in Kabul.

The proposed redirection and reorganization of the ACLU project will capitalize on the on-going organization, built primarily as a humanitarian transport entity. It will draw on nearly three years of experience in repairing and rebuilding roads and bridges and a fine relationship with its American technical assistance contractor advisors. With a strengthened technical and management capability it will be able to concentrate resources provided by AID and other donors on rehabilitation and reconstruction of the Afghan road system to expedite recovery of the Afghan economy and social structure.

ACRONYMS USED IN THIS REPORT

ACLU	Afghan Construction and Logistics Unit
AID	Agency for International Development (U.S.)
AID/AFGHANISTAN	(see O/AID/Rep)
A.I	Afghan Interim Government
ARCS	Afghan Road Condition Survey
ARDA	Afghan Rural Development Agency
ATTC	Afghan Technical Training Center
CCSC	Construction Control Services Corporation
CEP	Commodity Export Program
DOD	Department of Defense (U.S.)
ESSP	Education Sector Support Project
GOP	Government of Pakistan
MTP	Manpower Training Program
NGO	Non-government Organization
NOC	No Objection Certificate
NWFP	Northwestern Frontier Province
O/AID/Rep	Office of the AID Representative (for Afghanistan)
PP&D	Project Planning and Development Department
SAFRON	State and Frontier Region Department
S&M	Surveying and Mapping Department
T/A	Technical Advisor
UNDP	United Nations Development Program
UNOCA	United Nations Office of Coordinator for Afghanistan
USG	United States Government
USIS	United States Information Service
VOLAG	Voluntary Agency

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**THE REPORT
ON
REORGANIZATION
OF
THE AFGHAN CONSTRUCTION AND LOGISTICS UNIT**

I. BACKGROUND INFORMATION

The design of the Afghan Construction and Logistics Unit (ACLU) - a project of the Commodity Export Programme (CEP) - was completed immediately following the Geneva Accord on Afghanistan of April 14, 1988. At a time when Moscow agreed to withdraw its troops, everyone was enthusiastic that the long war would soon be over and envisioned near-future massive relocation efforts when refugees would return to Afghanistan en mass. Planning for the rebuilding of Afghanistan was at a fevered pitch and plans were made for ACLU to be involved by providing transportation for refugees and commodities, and by repairing and constructing roads and bridges to facilitate the transport functions.

ACLU had two original goals:

- (a) To provide a transport service to assist in the return of the refugees to their homeland and to provide support to them until they could become self-sustaining.
- (b) To provide construction services capable of repairing the worst of the war-damaged roads and bridges so that ACLU and other transport services could function.

Since its inception, ACLU has been operating like a non-government (NGO)/parastatal organization in Pakistan under the aegis of AID/Afghanistan and Government of Pakistan (GOP). ACLU has not had a well-defined legal status in Pakistan and has operated for the last two years without a formal Charter. It remains dependent on the U.S. Agency for International Development (AID) resources to cover its operating costs.

ACLU has a present staff of 825 people. It is organized into a Management Support Headquarters, a Construction Engineering Department, four Construction Units and a Transport Department (Repair and Maintenance Section and Transportation and Logistics Section). (See Annex 4)

A summary of the staff in each department follows:

<u>Department</u>	<u>Staff</u>
Headquarters	39
Construction Eng. Dept.	60
Construction Units	446
Transport Department:	<u>280</u>
Total	825

A brief description of each department and some of the salient achievements follows:

The **Management Support Headquarters** is staffed to handle administration, personnel, and finance for the Construction Engineering Department, the Construction Units, and the Transportation and Logistics Department. Headquarters coordinates all interaction between the AIG, U.S. and Pakistan governments, CCSC, AID/Afghanistan and other donor organizations.

The **Construction and Engineering Department and Construction Units** are equipped with 208 pieces of construction equipment and utility vehicles. (See Annex 3) Some of the jobs completed by ACLU over the past two years which are especially worthy of mention are the construction of the 180 foot clear-span Bailey bridge which connect Barikowt, Kunar Providence Afghanistan with Arundu, Pakistan, a 103 Km. road in Kunar Valley, repair of roads, and initial road surveys.

The **Transportation Logistics Department** handles two primary functions:

- o The **Transportation and Logistics Section** has had an impressive record of achievement. It has hauled over 20,000 tons of food, commodities and other cargo into Afghanistan since November 1988. Thus, ACLU responded effectively to a need for transport in 1988-1989 which was warranted by the circumstances at that time.
- o The **Repair and Maintenance Section** is responsible for the repair and maintenance of all construction and transportation equipment. In addition, it also repairs and maintains vehicles and equipment of other AID/Afghanistan financed entities and operated a mechanics training school.

The **Construction Control Services Corporation (CCSC)**, an 8(a) firm, is the technical assistance contractor operating under contract number 306-0205-C-00-9372-00. The CCSC, Peshawar Team, is made up of four long term expatriate advisors, one locally hired expatriate and 22 local support staff. In addition, short-term consultants are brought in as needed.

The need to reassess the future direction and organizational structure of ACLU became evident with the passage of time. For instance, it has been over three years since the Geneva Accord was signed, yet the civil war continues, and the refugees do not need transport at this time. An Afghan Interim Government (AIG) was formed which is officially acknowledged by only few countries. The AIG is not able to function as a cohesive unit at this time due to strong differences among the groups which comprise it. The CEP food distribution program was discontinued, thereby reducing the need for ACLU transport. All of these circumstances have a direct bearing on ACLU's current and future role.

As the situation now exists, the Afghan private trucking sector is ready and capable of meeting most future needs for transport. In fact, many refugees have already made private arrangements as they return to Afghanistan. It appears that the greatest contribution ACLU can make to facilitate the return of refugees in the future, would be to focus on the construction and repair of roads. This would enable the private Afghan trucking industry

to function. It seems obvious that ACLU needs to disband its transport functions and turn toward reorganizing and developing ACLU solely as a professionally managed construction entity.

After nearly two years of training and technical assistance by CCSC, ACLU has progressed in a very positive way. A fully functioning organizational structure has evolved, so that Afghan engineers and technicians are now manning ACLU under the guidance of technical advisors. Technical assistance and professional guidance need to continue for some time with the objective of developing a managerial, engineering and construction staff able to run an efficient and competitive organization which can function independently in the future. Since there are many variables involved in the reorganization of ACLU, AID/Afghanistan requested that CCSC study the problems involved and make recommendations dealing with the emerging new organization.

II. TEAM MEMBERS

The major part of the research for this study was carried out by a team of three consultants who worked from May 05 to June 20, 1991. The team members were Mr. Ardavan Nawabi, Civil and Structural Engineer (U.S.), Mr. Haider Zaidi, Management Consultant (Institutional Development Associates (Pvt) Ltd, Pakistan), and Dr. Abdullah Ali, a senior Afghan engineer. They were assisted by other staff members and consultants of CCSC.

III. PURPOSE, SCOPE, AND METHODOLOGY

The study had seven principal objectives:

- o To examine the project's legal standing, organizational structure, and operating procedures and to develop a reorganization plan for ACLU.
- o To examine alternate methods of obtaining a legal status which is acceptable to Pakistan and AID/Afghanistan, and which also permits a future transfer to Afghanistan with minimum disruption.
- o To develop and propose a Charter and By-laws for ACLU.
- o To propose a suitable organizational structure which specifically covers the following areas:
 - (a) detailed management and operating procedures, spelling out duties and responsibilities of each department;
 - (b) optimum staff and equipment requirements, given on-going construction activities and anticipating future needs;
 - (c) project selection criteria and an approval process.

- o To recommend the best approach to disposal, when appropriate, of ACLU's construction equipment, materials and other assets.
- o To analyze and recommend whether to continue the present ACLU's mechanics training school (ATTC) and/or to transfer this school to the University of Nebraska, Omaha (UNO).
- o To develop guidelines for CCSC and ACLU and ensure the long-term viability of the reorganization.

The study was made by the team using different types of procedures and methodologies:

- o Before actual work began, they reviewed the "Afghan Crisis" files at USIS-Lahore for background information.
- o They received a briefing and audio-visual presentation from the Chief of Party. In this connection, the Chief of Party, Mr. George Scott, together with Dr. Basharat Ali, (Special Projects Officer - AID/Afghanistan) contributed to the team throughout the study.
- o They visited ACLU Headquarters, Trucking and Equipment Yard, Warehouse Training Center, and the Repair and Maintenance Department to get a "feel" for the project.
- o They reviewed relevant CCSC/ACLU reports. They interviewed and worked with the Director of ACLU, Engr. Karim, Engr. Habib, Engr. Hamidi, Engr. Najami, Engr. Niaz, Engr. Yousaf and other ACLU and CCSC staff.
- o They reviewed the Corporate and Income-Tax Laws of Pakistan, and held interviews with Corporate Law Authority officials in Lahore and Islamabad. As the option of a Pakistani corporation became unrealistic, further research in this area was curtailed.
- o They visited the Commissionerate of Afghan Refugees in Peshawar and the Director of Foreign Relations of the Ministry of Reconstruction of the AIG to interview officials and discuss NGC status.
- o In the fourth week of the study, Mr. James E. Stephenson, under a Personal Services Contract, and acting as a Consultant Civil Engineer (AID/Afghanistan) reviewed the progress of the team and assisted with several sections of the report (organization, project selection, engineering, construction, staffing and equipment requirements).
- o During the final stages of the study, the team was further assisted by several other CCSC personnel -- Ms. Pat A. Weerts, Paralegal Assistant; Mr. Louis A. Cohen, Engineer Consultant; Mr. Jose M. Pena, Financial Consultant; and the administrative staff of CCSC. These people provided valuable typing, editorial critique, and helped produce the report.

Prior to completion of the Final Draft, the report was reviewed by Mr. James E. Stephenson, who made suggestions and recommended changes. His comments were evaluated and recommended changes have been incorporated in this report.

IV. REORGANIZATION PLAN

In order to meet ACLU's change in emphasis from transport to construction, it is necessary to create an entity which can accommodate the fluctuating nature of the Afghan situation. No attempt has been made to model this entity after any other, but instead the structure is designated to facilitate the function of ACLU. ACLU wishes to remain politically neutral, yet accomplish its work. It needs to create a structure which will function today, but which will be flexible enough to move to Afghanistan in the future.

In order to meet these challenges, the reorganization plan addresses five areas: Legal Status, Charter and By-laws, Organizational Structure, and Training.

A. LEGAL STATUS

ACLU has operated in Pakistan for the past two years without a defined legal status, or formal charter. It has operated like an NGO-parastatal organization, existing with the blessings of the U.S. Government and the Government of Pakistan.

The atmosphere has now changed, ACLU must evolve as a commercially oriented, professional organization and assume a defined role in rebuilding Afghanistan. This requires that ACLU have a legal status recognized by Pakistan.

Our study explored the following five methods of establishing and/or enhancing ACLU's position as a legal entity:

1. To obtain legal status as a department of an AIG Ministry or as a wholly autonomous body under the auspices of the AIG, if the Afghan Interim Government (AIG) is a legal entity.
2. To set ACLU up as a Private Voluntary Organization (PVO) with a home base in the United States.
3. To register and/or incorporate ACLU as a private sector entity in Pakistan.
4. To organize ACLU as a Pakistani registered, Afghan Non-government Organization (NGO).
5. To continue operating ACLU as it has operated to date, with or without modifications.

Each of the options are analyzed below.

The first option was to determine if ACLU could, and should, become a Department of the AIG Ministry of Reconstruction. The Afghan Interim Government has been officially

recognized by only a few countries and its legal existence is still controversial. Therefore, **the option of making ACLU a part of the AIG Ministry of Reconstruction will not meet our goal of providing ACLU with a clear legal status.**

There is also the potential that under AIG control, the organization will be vulnerable to future politicalization. In the long range interests of ACLU, this organization must be developed as a professionally sound institution, capable of working on commercial lines so that it may become self-reliant in the future. Politicalization would only hinder that goal.

The second option was to determine if ACLU should become a U.S Based PVO. If desired, this course could be adopted with the blessings of the U.S. Government and Government of Pakistan. However, **this option is not advisable for two reasons:**

1. Under USAID rules, the funding of a Private Voluntary Organization should be contributed primarily by private individuals. ACLU is a United States Government-sponsored organization and therefore, does not qualify.
2. In the long term interest of ACLU it is preferable to develop the project as an Afghan Organization. This will also offer an opportunity for Afghan nationals to be groomed as future managers. A well developed Afghan Organization will be a real asset to the future Government of Afghanistan in developing their reconstruction programs.

The third option was to determine if ACLU should become a Private Sector Entity in Pakistan. In general, business can be carried out in Pakistan under any one of six legal categories: Sole Proprietorship, Registered and Un-Registered Partnership, Association of Persons, Private Limited Company, Public Limited Company, Semi-Government Organization/Public Corporation set up by special charters/ordinance of the Government.

Out of the entities mentioned above, only Private Limited Company and Public Limited Company apply to the current ACLU situation. The team completed initial research on these two categories to determine whether a corporate status would benefit and protect ACLU. They found that if ACLU adopted this option it would be required to conform to the Corporate Laws of Pakistan, and the incorporation would have Income Tax implications. A brief explanation follows:

- o Under the Corporate Laws of Pakistan and as a general rule, foreign entities can either operate as a branch of an overseas registered company, or the sponsors or foreign nationals may apply for registration as a local company. Setting up a company by foreign nationals has been a rather cumbersome process in the past. Clearance from more than twenty agencies of the Pakistani Government was required before the Registrar of the Corporate Offices would entertain an application for registration. Some of the agencies involved were the Investment Promotion Bureau, Ministry of Industries, Ministry of Commerce, State Bank of Pakistan, Home Department, Foreign Office etc.

Various changes have been made recently, to facilitate and attract foreign firms who wish to invest and operate in Pakistan. However, it would be too optimistic to assume that the process of setting up a company by foreign nationals would be simple and free from problems.

- o Also, any incorporation would have Tax Law implications. The provisions of the Pakistani Income Tax Ordinance of 1979 and certain other laws are applicable to registered companies in Pakistan and their employees. Under current tax laws, a company becomes a resident upon its registration and is expected to file an income tax return accordingly, and the present income tax rate for companies is approximately 50%. However, section 42 of the Corporate Ordinance permits the establishment of non-profit companies who may not be required to pay income tax. After non-profit registration with the Corporate Office is complete, the Central Advisory Committee of Revenue of the Government of Pakistan normally grants an exemption from payment of tax to such enterprises. There may also be ramifications regarding the individual tax liability of foreign nationals.

In our opinion, it would not be appropriate nor prudent to register ACLU as a local or foreign company in Pakistan. The potential for problems far outweigh the benefits. Certain professional critics have said that the corporate laws of Pakistan are over-regulated, which could make the burden of meeting the ongoing legal requirements of incorporation difficult for Afghan nationals, particularly those without education or legal experience in Pakistan.

In addition, adopting this option would only provide a temporary legal cover, as ACLU will relocate its main operations to Afghanistan as soon as possible, thereby necessitating another change of legal status.

The fourth option was to determine whether ACLU should become a Pakistan Registered, Afghan Non-Government Organization. Interviews with Mr. Waqar Maroaf (Assistant Commissioner of Projects Office of the Afghan Refugees Commissionerate of N.W.F.P., Peshawar) and Mr. Mukhtar (Director of Foreign Relations of the AIG Ministry of Reconstruction), indicate that ACLU may apply for a "No Objection Certificate" (NOC) and be registered to operate as an Afghan Non-Government Organization (NGO) in Pakistan. (See Annexes 1 and 2 for a summary of those interviews).

The Afghan Refugee Commissionerate has informed ACLU that in order to qualify as an Afghan NGO operating in Afghanistan from a base in Pakistan, the ACLU must first register with the AIG Ministry of National Security. This registration must be renewed every six months. The AIG Ministry of National Security exercises considerable control over Afghan NGO's. NGO's must limit their activities inside Afghanistan only to their prescribed/declared projects. The movements of foreigners employed by NGO's is controlled.

To initiate the desired registration for NGO status, an application must be filed with the Commissioner for Afghan Refugees in Peshawar. He in turn will forward the application to the Foreign Office of Pakistan which will conduct their own enquiry. Then, after obtaining a No Objection Certificate from the AIG Ministries of National Security and

Reconstruction, the permit to function as a NGO is normally granted. Permission to operate is provided to the applicant through the Afghan Refugees Commissionerate.

The registration rules apparently are followed quite strictly and give considerable control to AIG. Of course, this could cause practical problems for ACLU in the future. Yet, it is rather difficult at this point to envision all the ramifications, political and otherwise, which would be involved with AIG registration.

In our opinion, this method of registration would provide ACLU with the legal status desired. For the registration to take place both the AID/Afghanistan (U.S.) and the Non-Traditional Counterpart (Pakistan) must assist in the process. We feel ACLU can continue to operate like an NGO-parastatal organization if the two Governments agree. In the long range interests of this Afghan organization, it is desirable to get the ACLU registered under the AIG-NWFP Refugee Commissionerate regulations. This will be beneficial for the future in that it may provide ACLU with a perpetual and independent legal status that will enable it to survive in the event that overseas patronage is discontinued.

The fifth option was for ACLU to continue to operate like an NGO-parastatal organization of AID/Afghanistan. ACLU has operated up to this time with the blessings and assistance of AID/Afghanistan and the AID/Afghanistan Non-Traditional Counterpart [Government of Pakistan]. The Non-Traditional Counterpart acted in place of the Afghan Refugee Commissionerate, of the North West Frontier Province (NWFP), Peshawar, Pakistan, to interface with other GOP agencies. They obtained export permits, or provided escorts, so that materials could be transported across the border, assisted with vehicle registrations and other day to day interactions. They actually derailed attempts by the ACLU and CCSC to establish normal relationships with other agencies. Now, due to the changed relationship between AID/Afghanistan and the Non-Traditional Counterpart, ACLU is expected to work directly with the Afghan Refugee Commissionerate and other departments of the Government of Pakistan.

Operations are difficult at this time because ACLU has no official status in Pakistan. Therefore, it is in ACLU's best interests to be officially recognized by the GOP. The only category recognized by the GOP which would cover the ACLU would be that of an Afghan Non-government Organization (NGO). (See Option 4 for details.) **If NGO status is adopted, it will enable ACLU to work better in Pakistan. ACLU can continue to function as an NGO-parastatal organization, but with official recognition from the GOP.**

In any case, as ACLU has grown in size and is carrying out expanded operations, the time has come to take definitive measures to institutionalize this organization. This requires providing ACLU with a formal Charter and By-Laws, a Manual of Procedures, and registration as a GOP recognized Afghan NGO.

The team also explored the possibility of changing the name to any of the following:

- o Afghan Reconstruction and Maintenance Organization (ARMO)
- o Afghan Infrastructure Maintenance Organization (AIMO)
- o Bridge and Road Reconstruction Company (BRRC)
- o Bridge and Road Rehabilitation Company (BRRC)

Based on our study, **the team does not recommend any immediate name change for the new organization, even though "logistics" in the name is a bit of a misnomer.** ACLU has become well known in the area and the Afghan Community seems to have developed a good association with it. It is not advisable to change the name immediately after reorganization. However, in due course, the name may be changed if events warrant such action.

CONCLUSIONS AND RECOMMENDATIONS:

On the basis of our analysis and findings in the foregoing paragraphs, *we recommend that option four (for ACLU to become a Pakistani registered Afghan Non-Government Organization) and option five (for ACLU to continue to operate like an NGO-parastatal) be combined and implemented.* This would provide the protection and assistance needed under the present circumstances (continuing operations from Pakistan) and, at the same time, move forward to be in a position to relocate the organization into Afghanistan where it belongs.

ACLU should continue with its present name. It will continue to operate with the tolerance and/or blessings of the Pakistani and American governments, but in a formal, business-like manner under the umbrella of a Pakistani-registered, Afghan, Non-Governmental Organization. Two steps must be taken to do this:

- Step 1: A formal organization and structure must be established by adopting a Charter, By-Laws, and a Manual of Procedures. This will establish an ACLU Advisory Committee and assign levels of responsibility.
- Step 2: ACLU must plan to register as an NGO, the only practical mechanism available to have a legal status in Pakistan. ACLU and AID/Afghanistan will have to monitor the developments of the Afghan situation, especially as it relates to the AIG, to forestall unacceptable influence or takeover by the AIG or any other organization.

Note: The team has prepared a packet to be used by CCSC/ACLU which contains all necessary forms and detailed instructions for registering as an NGO. We recommend that an experienced Pakistani professional assist ACLU/CCSC to expedite the registration.

B. GOVERNANCE OF THE ACLU

The ACLU will be controlled by AID/Afghanistan through a contract with a U.S. firm and guided by a five member Advisory Committee of Experts. Management and operations will be by a General Manager and Management Team. The Advisory Committee will be composed of engineers and professionals mostly from the Afghan community. It is recognized that the make-up of the Advisory Committee may have to change as the Afghan situation normalizes and stabilizes.

The ACLU Charter identifies the ACLU, lays out aims and objectives, specifies the management structure, identifies funding mechanisms and sources, and delineates privileges and responsibilities. The By-Laws codify levels of authority, and specifies governing procedures.

The initial Advisory Committee will be comprised of five (5) official members. The makeup of the Advisory Committee and the rationale for it's design follows.

ACLU Advisory Committee (Official-Voting)

Professional Engineers:

-[3]-

A number of professionally accepted Afghan engineers are working in Peshawar and Quetta to expedite and facilitate the reconstruction. To broaden the representative base of the Advisory Committee three of these professionals will be included, at least one of whom should have experience at a policy-making level in construction engineering.

Commanders' Shura

-[1]-

To place highest priority on security, access and equal consideration to geographic regions and political parties, a representative of the military leadership is essential.

ACBAR; Afghan Coordinating Body for Afghan Relief

-[1]-

This organization consists of all of the Agencies based in Pakistan providing relief and development assistance for Afghan refugees and Afghans inside their country in areas under control of the Mujahideen. ACBAR's coordinating role is important to be included on the Advisory Committee.

NON-VOTING MEMBERS

ACLU

-[1]-

The ACLU General Manager will be a permanent member of the Advisory Committee and will participate in all meetings, but participate in all meetings, but without the right to vote. If he is not able to attend a specific meeting, he may delegate these duties to the Deputy General Manager.

D_o_n_o_r
Organization

-[1]-

Organizations which contribute funds to the current operating budget of the ACLU will be invited to attend Advisory Committee meetings as observers.

The initial Advisory Committee will be recruited by the management of ACLU with the assistance of AID/Afghanistan. Official requests will be made to each of the concerned agencies or individuals requesting that they nominate Experts according to the above formula and following a criteria where the nominees are preferably:

- o Engineers or professionals with experience in managing infrastructure building.
- o Recognized in the Afghan community as senior professionals who are dedicated to the reconstruction of Afghanistan as a country.
- o Able to dedicate the time and effort necessary to guide the ACLU. It will probably be necessary for them to meet six to ten times per year.

The Experts will serve in an unpaid capacity and can be expected to incur considerable travel and lodging expenses as they attend meetings and carry out their duties. They will therefore be entitled to the same per diem reimbursement as senior ACLU staff.

The present ACLU General Director will become the General Manager. The Management Team will consist of the Deputy General Manager and the head of each department; Administrative/Finance, Engineering, Surveying and Mapping, Construction, Planning and Development, and Equipment and Maintenance.

1) **ACLU CHARTER**

Article 1. Name:
Afghan Construction and Logistics Unit (ACLU).

Article 2. Location:
The Headquarters of ACLU is located at:
73E Abdara Road,
University Town,
Peshawar, Pakistan.

This is a temporary location. The Headquarters will be relocated to Kabul, Afghanistan as soon as possible after normalization of the Afghan situation.

Article 3. Description:
The ACLU operates as a non-governmental, non-political construction organization. It is organized into various departments which function together to assist the people of Afghanistan by undertaking various construction projects to rebuild the war damaged infrastructure of the country. Projects are selected from all provinces on a merit basis.

Article 4. Aim:
The aim of the ACLU is to assist the men, women and children, of Afghanistan to return to their homes and lead productive lives.

Article 5. Objectives:

- 5.1 To participate actively in the development of war-torn Afghanistan by construction and re-construction of roads, bridges, dams and other civil works. Present focus is on construction to aid relief operations. Future focus will expand to increase development of full spectrum infrastructure projects.
- 5.2 To survey, plan, design and implement rehabilitation and reconstruction activities throughout Afghanistan.
- 5.3 To coordinate and develop projects on a province by province basis. Efforts will be focused on establishing cooperation with organizations with similar objectives and with donor organizations. That is, surveys, maps and plans will be made available to other organizations for funding and implementation.
- 5.4 To develop and expand the capability to produce building materials; i.e. fine and coarse aggregate and precasts, such as concrete girders and pre-stressed concrete beams, etc. The local private sector will be encouraged and assisted to develop these capabilities.
- 5.5 To arrange for requisite technical management, supervisory and general training for development of the ACLU organization and the construction business in general.
- 5.6 To endeavour to make the organization self-reliant for the future.

Article 6. Management will consist of:

- 6.1 A five (5) member Advisory Committee of Experts who will make recommendations for the overall direction and control of the ACLU. The Advisory Committee will recommend procedures to implement decisions through the General Manager and Management Team. Policy

will be established by donors or their representatives, currently by AID/Afghanistan through CCSC.

- 6.2 The General Manager will be responsible for the day to day business and operations of the ACLU. With the cooperation and assistance of the Management Team, he implements the decisions of AID/Afghanistan. The Management Team, under the leadership of the General Manager, will participate in all major decisions.
- 6.3 The Management Team will consist of the Deputy General Manager and the heads of each department:
 - Administrative/Finance Department
 - Engineering Department
 - Surveying and Mapping Department
 - Construction Department
 - Equipment and Maintenance Department
 - Project Planning and Development Department

Article 7. Funding:

At present the ACLU is funded by USAID Office of the Afghanistan Representative. All operations are conducted on a force-account basis. The Advisory Committee and General Manager will move forward to enhance and expand the ACLU by attracting other donors for specific projects and general operating funds.

ACLU will operate on a cash (funds in hand) basis and will not incur unfunded debt.

Article 8. General Provisions:

- 8.1 ACLU will buy, own, and acquire furniture, machinery, equipment, spare parts, or material and other assets required for the operations of the organization.
- 8.2 The Management will perform all other acts incidental to carrying out the main objectives of the organization i.e. operating bank accounts, arranging funds, negotiating contracts and joint ventures etc. as/when required.
- 8.3 The Charter may be revised and amended after six months by recommendation of the Advisory Committee with a vote of two-thirds majority and approval of the donors or their representatives, currently AID/Afghanistan.

Article 9. The ACLU is a separate, stand alone, organization. No other organization is responsible for the actions or commitments, financial or otherwise of the Afghan Construction and Logistics Unit or it's individual employees.

Article 10. Charter and By-Laws of ACLU are comprised of three Chapters and ten Articles and are effective as of _____.

2) **ACLU BY-LAWS**

Chapter I: Advisory Committee of Experts:

Article 1. ACLU will operate under the guidance of an Advisory Committee of Experts, and the supervision of its financial donors or their representatives, currently AID/Afghanistan through CCSC.

Article 2. The Advisory Committee of Experts will have five (5) official members whose membership will be honorary (unpaid).

Article 3. First and succeeding Official Advisory Committee Experts will be recruited from:

3.1 Afghan professionals, of whom at least one should have experience at a policy-making level in Construction Engineering [3 members].

3.2 Commanders' Shura [1 member]

3.3 ACBAR [1 member]

Article 4. Ex Officio (non-voting) members will consist of:

4.1 ACLU General Manager or his designee

Article 5. Financial donor organizations will be invited to attend Advisory Committee meetings as non-voting observers.

Article 6. Expert members of the Advisory Committee will function as follows:

6.1 The term of office of an Expert shall be two (2) years unless he is removed, resigns, becomes incapacitated, or dies. The retiring Experts will be eligible for re-election.

6.2 An Expert shall be removed from office by the Advisory Committee if he is found guilty of misconduct or absents himself from three (3) consecutive meetings.

6.3 The Advisory Committee will elect a Chairman, and Vice Chairman, who will call, and control all meetings. The ex-officio Secretary will be the ACLU General Manager who will record all meetings.

- 6.4 The Chairman and Vice Chairman will serve for a term of one year and the retiring officers will be eligible for reelection.
- Article 7.
- 7.1 Recommendations of policies, procedures and controls for the operations of ACLU.
- 7.2 Recommendation to the donors, currently AID/Afghanistan, of the appointment of future ACLU General Manager and Deputy General Manager and recommending their duties and responsibilities.
- 7.3 Review and recommend approval of ACLU project proposals prepared by the General Manager in consultation with his Management Team.
- 7.4 Recommend the approval of any changes to the Chart of Organization.
- 7.5 Review and recommend approval of annual budgets and financial statements of ACLU.
- 7.6 Evaluate the progress of ACLU and provide advice as necessary.
- 7.7 Recommend an internal auditor for ACLU.
- 7.8 Donor organizations can be expected to require external audits from time to time. The Advisory Committee, with the assistance of the General Manager, will provide any and all assistance necessary to such auditors.

Chapter II: Meetings and Protocol:

Article 8. Meetings:

- 8.1 The Advisory Committee of Experts will meet at least quarterly at the Headquarters of ACLU (ordinary meeting). The Advisory Committee will determine an annual schedule of these meetings.
- 8.2 A special meeting may be called at any time by the Chairman, a simple majority of the Advisory Committee, or the General Manager through the Chairman. All members of the Advisory Committee must be informed four days before a meeting is convened, stating: date, time, location, and purpose of the special meeting.
- 8.3 The Chairman of the Advisory Committee, or in his absence the Vice Chairman, shall preside over all meetings.
- 8.4 No business shall be transacted at any meeting unless a quorum of members is present at the time when a meeting commences. Three (3) or the voting members shall constitute a quorum.

- 8.5 All normal resolutions shall be passed by a simple majority of members present, either by show of hands or secret ballot, should it be necessary.

Article 8. General Provisions:

- 8.1 ACLU will buy, own, and acquire furniture, machinery, equipment, spare parts, or material and other assets required for the operations of the organization.
- 8.2 The Management will perform all other acts incidental to carrying out the main objectives of the organization i.e. operating bank accounts, arranging funds, negotiating contracts and joint ventures etc. as/when required.
- 8.3 The Charter may be revised and amended after six months by recommendation of the Advisory Committee with a vote of two-thirds majority and approval of AID/Afghanistan.

Article 9. The ACLU is a separate, stand alone, organization. No other organization is responsible for the actions or commitments, financial or otherwise of the Afghan Construction and Logistics Unit or its individual employees.

Article 10. Charter and By-Laws of ACLU are comprised of three Chapters and ten Articles and are effective as of _____.

C. ORGANIZATIONAL STRUCTURE:

Once ACLU has a Charter and By-Laws, the formalization of structure will have begun in earnest, with a mechanism for decision-making in place. What remains is the structure which will facilitate the implementation of those decisions.

REORGANIZED STRUCTURE:

ACLU's reorganized structure will consist of a Headquarters (Administration and Management), an Engineering Department, a Construction Department with four Construction Units, an Equipment and Maintenance Department, a Surveying and Mapping Department and a Project Planning and Development Department.

See Annex 5, ACLU Reorganization Chart, a copy of which is on the next page.

1) Management

Headquarters will be managed by the General Manager. The General Manager will carry out the recommendations of the Advisory Committee in consultation with the Deputy General Manager and Management Team. An Administration and Finance Section will be a part of the Headquarters Staff directly responsible to the General Manager. Headquarters

will coordinate all interactions between governments, CCSC, AID/Afghanistan and other donor organizations.

The ACLU Management will need continued consultation with the Technical Advisors (T/A) to advance organizational development. The T/A must continue the same active role it has played in the past.

2) Field Operations

The Engineering Department will handle planning, design, quality control, estimating and scheduling. With assistance from the Surveying and Mapping Department and the Project Planning and Development Department, the Engineering Department will prepare detailed project plans and specifications for the General Manager to present to the Advisory Committee for review and recommendations.

After considering recommendations from the Advisory Committee, the General Manager will include the project in the ACLU Annual Work Plan. The General Manager will take necessary steps for implementation of the project through a selected Construction Unit.

The Construction Unit will mobilize the resources - men, materials, equipment - and execute the work.

The Equipment and Maintenance Department will support the work of the Construction Department by movement of equipment, materials and supplies and providing for repair of trucks and construction equipment.

The Afghan Road Condition Survey (ARCS), which is incorporated into this plan and is detailed in Annex 7, will be implemented in stages. The first stage will be to develop the system and procedures and to de-bug it by conducting a pilot survey of one province, probably Kunar Province. This stage will be handled by utilizing personnel from Surveying and Mapping and from Project Planning and Development.

At first blush it might appear to fit into Surveys and Mapping (S&M) or Project Planning and Development (PP&D) as the data developed would be used by these departments. However, the ARCS is not project-specific and its supervision, support and product are quite different from the day-to-day project-oriented work of S&M and PP&D. The ARCS will be a massive undertaking in its own right and deserves its own supervision and departmental responsibility. Therefore, after the pilot stage it will be developed into a stand alone department. NOTE: Neither the ACLU Reorganization Chart nor the Staffing Charts in this report include the full ARCS activity, nor is equipment allocated for it. For resources required see Annex 7.

D. TRAINING:

Once the new ACLU structure is in place, training will be required to ensure its long term viability. First, ACLU needs to assess the present level of knowledge of all employees. Second, ACLU needs to develop and execute a Training Plan to address those specific needs, and to upgrade the skills of all employees. An effective training program, together with the job-experience, will enable ACLU to achieve greater in-house potential to the end that it will no longer require infusions of outside technical assistance.

After nearly two years of intensive training and technical assistance by CCSC, ACLU has evolved into a fully functioning organization and is acknowledged as one of the best managed Afghan entities in Peshawar. However much work remains both in the office and the field, to adequately prepare the Engineers, Construction Managers and Field Superintendents to run an efficient, competitive (in commercial terms) project.

The following section discusses ACLU's analysis and plans for (1) Afghan Technical Training Center, (2) engineering training, (3) field training, and (4) management training.

1) The Afghan Technical Training Center (ATTC)

The ATTC was developed in response to the need for trained mechanics who could maintain and repair ACLU equipment and machinery. In addition to technical training, ATTC also includes a literacy component.

ACLU proposes to incorporate ATTC, which is currently a part of CEP, into the Manpower Training Program (MTP) of the Education Sector Support Project (ESSP). The training will take place in the same location but it will be managed by MTP, with CCSC in an advisory capacity only. Both ATTC and MTP are successfully operating with little overlap at the present time. Little difficulty is expected in implementing the merger given the history of cooperation between MTP and ATTC. The draft agreement for merger of the two organizations is shown on Annex 6.

2) Engineering Training

Training is needed to enhance the ability of all engineers to set goals and objectives, to allocate manpower, time, equipment and supplies, and for exposure to more advanced design and planning/scheduling techniques. The technical engineering section of ACLU could very quickly become an autonomous unit, providing surveys, designs and contract administration with some additional training and guidance.

In order to effectively guide the field and design engineers, CCSC should fill the vacant position for a full-time expatriate civil engineer who would supervise the development of sophisticated designs for roads and bridges. Many complicated designs and construction procedures are now being left entirely to the field engineers. Also, some senior engineering staff should be sent abroad for short term training programs with some county road departments involved in force-account work in areas of mountainous terrain, or with the U.S.Park Service.

3) Field Training

Assessment of efficiency, the use of equipment, manpower and supplies is desirable in order to determine what field training is needed, but is impeded now by the lack of access to job sites. An occasional TDY expatriate Construction Civil Engineer should be hired to spend time in the field, training & assessing the work of the field engineers, and improving the efficiency of equipment utilization and operation.

Although operators are trained to handle the equipment, at times the field engineers are not thoroughly familiar with proper operation, use and disposition of mechanized equipment, nor the integration of all the equipment on any single effort. The Construction Engineer, as he visits the job sites, could advise the field engineers and superintendent on proper utilization of the available equipment and offer valuable on-site training.

Field Trips to the U.S. or to effectively operated projects in Southeast Asia or the Middle East are recommended for some Construction Engineers so that they can see well-run construction companies in action. They could learn how to efficiently utilize equipment and manpower, and how to schedule and implement project plans and specifications.

4) Management Training

If the organization is to develop professionally, management training must be given and should cover the following topics:

- Planning skills in general, and especially those skills related to construction (project feasibility, approval, budgeting monitoring, and evaluation).
- Verbal and non-verbal communication including writing skills.
- Effective managerial leadership and motivation.
- Organizational development.
- Problem solving.
- Management by Objectives techniques.
- Private sector development.
- Time management.

In particular, training should introduce the concept of "quality" work to the Afghan staff, as well as initiating a shift from a "reactive" to a more "proactive" management style. This can be best accomplished if a short term expatriate management training expert is added to the CCSC Team. This trainer should develop and carry out a training program especially tailored for ACLU, and may call upon the assistance of locally available Pakistani, AID, or other donor agency experts.

V. MANAGEMENT POLICY AND PROCEDURES

Choosing specific road projects for the ACLU to undertake is extremely difficult and controversial. Because Afghanistan is one of the worlds poorest countries and has some of the severest terrain, the need for roads has always far outstripped the available resources. The lack of road maintenance during the 12 year war and the targeting of roads and bridges by both sides has magnified the problem many times over. The current situation of fragmentation of all levels of government puts each group in competition for the very limited resources of the ACLU.

The Afghan culture and mentality tend to divide everyone into two groups; us and them. "Us" is the specific small local group and "them" is all others. Because of this outlook there will always be severe criticism of the project selection process. That is if the organization is not working specifically for "us", the project and the organization are bad. For this reason it is very important that the Advisory Committee select and approve all major projects. It is hoped that the diverse nature of the Advisory Committee will minimize and control the criticism, but it must be recognized that criticism can be expected.

All road maps available for Afghanistan are a minimum of 20 years old and no other organization is responsible for a complete road condition survey of Afghanistan at this time. The reorganized ACLU will be able to undertake the Afghan Road Condition Survey (ARCS), if the previously submitted proposal and manpower/equipment resources are approved. (See attached previously submitted proposal in Annex 7 for details).

The system of project selection would benefit tremendously from the ARCS. It would promote a better-informed selection of projects through more knowledge of the overall situation.

A. PROJECT SELECTION

1) Selection Criteria

Selection of individual road rehabilitation projects must take into consideration many "normal" developing country criteria as listed below. But, equal importance must be given criteria specific to the current Afghan situation. Both sets of criteria must be combined to spread the limited resources of the ACLU across all of the provinces of Afghanistan and serve the whole population.

Afghan Situation Specific Criteria

- Efforts will be concentrated on secondary roads and minor repairs to the primary road systems.
- ACLU will work in accessible districts of provinces controlled by Mujahideen without geographic limitations or bias.

- Project selection will be politically neutral, striving for equal treatment for all parties, regions, and groups.
- Benefits maximum number of Afghans;
- Significance in the repatriation, rehabilitation and resettlement of Afghans;
- Potential impact on development of Afghanistan;

Normal Selection Criteria

- Willingness of beneficiaries to contribute labor/other resources;
- Technical feasibility;
- Financial feasibility;
- Accessibility and security;
- Others as appropriate

2) Selection Process

STAGE 1: PROJECT IDENTIFICATION

Various sources can be expected to submit requests for specific road improvement projects: Shuras, commanders, NGO's, other donor organizations, UNOCA, GOP, AID/Afghanistan, etc.

STAGE 2:

Proposals are submitted to the General Manager. The General Manager will contact other organizations in the Province of the proposed project and ascertain the interest of the community. Proposals will then be considered by the ACLU Management Team to determine whether the project is work-able in terms of magnitude and manpower/equipment resources available and whether it is attractive in social and economic terms. Proposals will then be forwarded to:

STAGE 3:

Surveys and Mapping will do a field reconnaissance of conditions including accessibility, difficulty of terrain, availability of local labor, suitable camp site, and cooperation of local populace. If findings are affirmative, then they will proceed to provide a basis for parameters and magnitude of construction proposals. Accumulated data will be forwarded to:

STAGE 4:

Project Planning and Development will proceed to develop the project to the point of a fairly accurate fix on level of effort, time involved, cost, and socio-economic benefits. Planning and Development will coordinate with other implementing groups

to prevent overlap of projects. They will maintain list of projects under development and submit a monthly prioritized list to the General Manager and the Advisory Committee.

STAGE 5:

The ACLU Management Team in consultation with the Advisory Committee will select projects from this list for further development and forward them to:

STAGE 6:

The Engineering Department, with assistance from Surveys and Mapping, will prepare a detailed project plan to include construction drawings and specifications, estimate of costs, and construction schedule. The fully detailed project plans will then be forwarded to:

STAGE 7: APPROVAL

The Advisory Committee will recommend approval of projects for implementation taking into account resources available: equipment, manpower, funding. The Advisory Committee will choose projects sufficient to keep a minimum backlog of six months to one year's work for the ACLU Construction Units. Efforts will be made to get other agencies to implement or fund specific projects. Approved detailed projects will then be forwarded to:

STAGE 8: WORK PLAN

The General Manager will include the approved projects in the ACLU Annual Work Plan. After the Work Plan is approved by AID/Afghanistan through CCSC, the General Manager will have the appropriate Construction Unit begin implementation.

EMERGENCY PROJECTS

The General Manager will have authority to implement "emergency" projects up to a specific size. To the extent possible, the Advisory Committee and AID/Afghanistan through CCSC will be consulted before such projects are undertaken. The duration of such work will be confined to four weeks without seeking Advisory Committee review and recommendations. The Advisory Committee and AID/Afghanistan will receive reports of all projects undertaken. Examples of this type of work would be emergency work to prevent imminent flood damage to an inhabited area, to repair a washout or slide on an existing road, or to strengthen or repair a weakened bridge.

B. PROJECT IMPLEMENTATION:

The reorganization of ACLU is oriented toward the rational selection, planning, and completion of road and bridge construction projects in Afghanistan.

The Surveying and Mapping Department and the Project Planning Department are the leaders in the initial stages of project selection and preliminary planning.

The Surveys and Mapping Department will do the field reconnaissance, collect and present topographic and other data that show existing conditions in suggested project areas. Once a suggested project is subsequently selected for full development and construction, the Surveying and Mapping Department will collect field survey data, establish bench marks, control points and prepare plans and profiles which will provide a basis for design of construction documents. Accumulated data, plans and profiles will be forwarded to the Project Planning and Development Department.

The Project Planning and Development Department takes the first cut at shaping a "suggested project into an undertaking with identified features: location, magnitude, difficulty of execution, benefits, approximate cost, time frame for completion, etc. For each viable project studied, a "package" containing conceptual plans, implementation schedule, preliminary cost estimate, and perceived difficulties will be prepared for presentation to the Management Team. It is likely that in working up project packages this relatively small department may need to call on some of the resources of the Engineering Department from time-to-time. Planning and Development will maintain a list of projects under development, and will coordinate with all implementing groups to prevent overlap of projects.

The Engineering Department is where a project reaches fruition on paper. Its responsibility is to turn out a complete package of detailed design drawings, materials and specifications, construction schedule, and project cost estimate. At this point the project should be ready for construction subject to approval by AID/Afghanistan and assignment to one of the Construction Units.

Strong consideration should be given to establishing a small section within the Project Planning and Development Department which would begin preparing procedures, forms, and documents for contracting some of the construction to private contractors. This should begin with one or two engineers and eventually grow to five or six positions. It may be prudent to make this a separate department at a later date.

Assignment of the project to one of the Construction Units is "where the rubber meets the road". (How does that translate in Persian or Pushtu?) It is the responsibility of the Construction Unit leader to assemble the equipment, materials, workmen and field supervision necessary to carry out the work and pursue it with determination. It is at this point that the Quality Control Unit of the Engineering Department makes the necessary arrangements for tests on construction materials and work in place (soil compaction, moisture content, concrete strength, etc.).

Finally, arrangements must be coordinated between the Construction Unit and the Engineering Department for the content and timely submission of Monthly Progress Reports. The monthly report must include actual progress vs. the planned construction schedule, notation of down time or delays and the reasons for them, and a projection of activities and progress for the coming month. This report will be reviewed and discussed at the Monthly Technical Meeting held at the Headquarters of ACLU. Those attending will be the ACLU General Manager and Deputy General Manager, Construction Superintendent, Unit leaders, one or two representatives from CCSC, ACLU's Chief Engineer and the Maintenance Manager.

Serious consideration should be given to forming an additional (fifth) road construction unit. This should be a highly mobile road repair and maintenance unit. It should be a smaller unit of approximately 80 men, equipped to handle trouble spots and natural disasters quickly so that transport bottlenecks can be eliminated.

The Equipment and Maintenance Department supports the work of the Construction Department; provides logistic support in movement of equipment, materials and supplies; furnishes specialty equipment from the yard as needed; keeps an up-to-date inventory of ACLU equipment; and maintains an expeditious repair capability for trucks and construction equipment.

VI. STAFFING

A) ACLU STAFFING

Termination of a former major ACLU activity -- transport of commodities in support of Afghan families returning to re-establish their lives in their country -- requires careful examination not only of ACLU's continuing function but also related personnel requirements.

Equipment and Maintenance Department

The major impact of reorganization and associated staffing falls on the existing Transportation and Logistics Department which carries a staff of 280 people. The equipment and maintenance units in that department, together with the associated spare parts section, will be absorbed essentially intact into the new Equipment and Maintenance Department which will continue to service the Construction Units and the transport requirements of the headquarters and other departments.

In terms of equipment to be serviced there is relatively little change. Some 31 trucks have been found surplus and will be divested to eligible entities. Thus the reorganization envisages absorption of the staff from the Transportation and Logistics Department except for some surplus drivers and dispatchers: 51 in number. The newly constituted Equipment and Maintenance Department will then carry a staff of 229. Annex 8, presents a detailed staffing chart showing the changes.

It can be argued that deeper personnel cuts are in order. That is not deemed advisable at the outset of the reorganization as the back-up support to the Construction Units should not be diminished. It is suggested that the staffing pattern/level be reassessed after six months of operation under the reorganization, certainly not more than a year, when more informed judgment can be made taking into account current work load.

Engineering Department

The reorganization of ACLU changes the mission of the Engineering Department hardly at all. Its importance is emphasized in that the new ACLU will have a single primary mission--construction--with the demise of the commodity transport function. The level of staffing for the Engineering Department will change very little: actually a reduction from 60 to 55 overall as detailed in the staffing chart shown in Annex 8. The technical staff numbering 25 is considered a minimum to handle project preparation and technical support for the four Construction Units. In the event construction operations in future expand in diversity or magnitude, some technical positions may well have to be added to the staff of the Engineering Department.

Construction Department

With the reorganization of ACLU the Construction Department becomes its "raison d'etre". Therefore its development into an effective construction force is all-important. At the outset it would be self-defeating to cut back on the personnel or equipment of the Construction Units. Rather some balancing skill positions are to be added to the existing complement. This makes for an ultimate increase from 446 to 565 people overall in the four Construction Units. See Annex 8. No claim is made for prescience in setting these numbers/positions. They do represent balanced organizational units for the kind of work expected. The positions/numbers will need to be evaluated in light of the first year occupational experience.

Surveys and Mapping Department

Project Planning and Development Department

These are new departments brought about by the reorganization into a construction project-oriented entity. As set forth in Part V.B Project Implementation above, these departments initiate the early stages of suggested projects and thus are the throttle for work flowing to the Engineering Department and eventually to the Construction Units. Each of the departments will be modestly staffed as detailed in the staffing chart, Annex 8:

Surveying and Mapping: 8 technicians
Project Planning and Development: 5 engineers/technicians.

Clearly this initial staffing level is on the lean side, but will provide a nucleus for expansion. That will come about if/when the level of effort to meet new project demands so indicates.

Headquarters - Office of the General Manager and Administration/Finance.

The staffing level for the Headquarters as shown in Annex 8, remains virtually unchanged for the ACLU reorganization, rising from 39-40 people with the addition of a second procurement specialist. As with the other departments, a reexamination of staff positions and numbers is in order after the reorganization has operated six months to a year.

A summary of staffing levels by department before and after ACLU reorganization follows:

<u>DEPARTMENT</u>	<u>STAFFING LEVEL</u>	
	<u>Existing</u>	<u>Reorganization</u>
Headquarters	39	40
Engineering	60	55
Construction:		
Head Engineer and Assistant	--	2
Bridge Unit	101	101/127*
Road Unit No.1	115	115/146*
Road Unit No.2	127	127/146
Road Unit No.3	103	103/146*
Transport & Logistics	280	--
Equipment and Maintenance	--	229
Surveying and Mapping	--	8
Project Planning & Development	--	5
TOTAL	825	785/904*

*As expanded

Detailed staffing charts covering each department are shown in Annex 8. Personnel positions and numbers shown are considered a "first cut" at staffing for the ACLU reorganization. If the work accelerates then the staffing plan will need to be re-examined.

NOTE: Staffing for the full Afghan Road Condition Survey is not included in the above. When ARCS is fully implemented, staffing will have to be added to accommodate the activity.

B) CCSC STAFFING

This proposal anticipates significant growth of ACLU's road and bridge rehabilitation activities, and consequently a more intensive level of effort in the Surveying, Engineering and Planning Departments.

As long as AID/Afghanistan is involved in the financial support of ACLU, it is essential that it should continue with technical assistance and advisory support, also filling the vacant position of a full time expatriate Civil Engineer and continuing to use short term expatriate (consultant) Civil Engineers as required for training and monitoring. The existing position of Logistics and Transport Coordinator will be eliminated. (Note: Mr. Mirzada will depart on July 20).

CCSC has enhanced their accomplishments with their offshore hired expatriates by using locally available expatriate talent. The evacuation disrupted plans and availability of personnel. Computer training and administrative support was assisted almost constantly over the past two years. This practice should continue to be used because it is an inexpensive way to accomplish project goals.

There will be four expatriate positions: Chief of Party, Administrative Finance Manager, Operations and Maintenance Manager, Senior Civil Engineer; and two local hire expatriate: Maintenance and Construction Specialist, and Administrative Assistant and Computer Trainer.

The supporting staff positions are all filled by Afghan and Pakistani local hires. Staff responsibilities are outlined below.

Chief of Party (COP)

The COP will have the following principle responsibilities:

- o Provide overall supervision to CCSC to ensure the adequacy and efficiency of the staff.
- o Advise and assist ACLU in daily operations.
- o Advise and assist ACLU in obtaining consultants who will review ACLU's operations and provide the technical knowledge to improve Engineering and Construction and encourage staff development.
- o Advise and assist ACLU in procuring construction equipment, materials and supplies that are needed to do the work.

Administrative and Finance Manager

This position is designated as a key position. He is responsible for upgrading the skills and capacity of the CCSC and ACLU financial and administrative staffs through training and supervision. He is responsible for financial accountability of both CCSC and ACLU. He handles the considerable reporting load and supervises the CCSC Administrative and Personnel Departments.

Note: This load has become excessive and additional FSN support staff is recommended.

Operating and Maintenance Manager

This person will supervise physical activities and management of the Maintenance Center and all related sections ie. equipment maintenance and warehousing. The O&M manager will be required to split his time between physical duties and office management duties. Office management duties include preparation of parts orders, writing of equipment specifications, compiling statistics and writing reports.

Senior Civil Engineer

The position of civil engineer was added in November 1990. In the reorganized ACLU the position takes an added importance. The Senior Civil Engineer will have the following responsibilities:

- o Oversee ACLU project surveys and planning carried out by the CCSC and ACLU staffs. Responsibilities include oversight of project selection, project design, preparation of specifications, and cost analysis. Oversight of the Afghan Road Condition Survey is also a responsibility.
- o Functions as day-to-day primary technical advisor to the Engineering Department particularly with respect to project design, specifications, costs, and schedules.
- o Supervise development of cost-effective designs for roads and bridges.
- o Prepare a program of sub-contract construction work for ACLU and provide guidance for its administration and execution.
- o Assess training needs of technical staff and develop program with particular attention to rehabilitation surveys and project planning.

Maintenance and Construction Specialist

(local hire expatriate)

The Maintenance and Construction Specialist must possess hands-on experience with construction materials, maintenance of construction equipment, and related field activities. He will have the following responsibilities:

- o Advise and assist ACLU in the operation and maintenance of construction equipment.
- o Assist and supervise the design and fabrication of construction forms for precast concrete beams and girders, etc.
- o Advise and assist ACLU's field superintendents in ordering construction materials and implementing field operations as planned by the Engineering Department. He is directly responsible to the Operating and Maintenance Manager.

Administrative Assistant

(local hire expatriate)

This person would assist the COP and Admin-Finance Manager to meet reporting goals, and help the local staff to turn out professional quality correspondence, reports, charts etc. Must be a native-english speaker with good secretarial skills.

Editor-Writing/English Trainer
(local hire expatriate)

Both CCSC Afghan engineers and ACLU engineers need assistance and training in report writing and English usage. This could be addressed by a locally hired consultant who would assist and train on an ongoing basis. Could be part time.

VII. EQUIPMENT

A. EQUIPMENT REQUIREMENTS

The reorganization plan encompasses the continuation of three road Units and one Bridge Unit. The ACLU operates with a mixed fleet of equipment. Some was purchased new for this project and some is old, reconditioned equipment, provided through the DOD Humanitarian Assistance Program. The DOD equipment is a valuable asset but requires more maintenance and spare parts are sometimes difficult to obtain so more down time is incurred.

The Construction Units could be made more functional and efficient with the addition of some equipment. This equipment can be divided into three categories: (1) Equipment required to bring the Units production up to commercial standards - 21 pieces at \$1,464,000, (2) Equipment which would enhance and make the units more productive but is not critical - 11 pieces at \$1,275,000 (Note: DOD would be a good source for this), (3) Equipment which can be manufactured locally - 8 pieces at \$33,000. Annex 3 details the ACLU equipment and units to which it is assigned. The chart below details additional equipment needs:

	<u>REQUIRED</u>	<u>ADVANTAGEOUS</u>	<u>COST/EACH</u>
Dozer, large (200HP)	-	1	\$225,000
Dozer, small (70HP)	-	1	70,000
F/E Loader (rubber tires)	2	3	140,000
F/E Loader (tracked) (150HP)	3	-	160,000
Road Grader	-	2	100,000
Roller (smooth)	2	-	35,000
Backhoe (120HP)	2	-	120,000
Backhoe (60HP)	-	3	70,000
Mechanic Service Truck	2	-	45,000
Generator (9KV)	2	-	7,000
Welding Machine (diesel)	3	-	5,000
Drill & Compressor (400CFM)	1	-	125,000
Jackhammer & Compressor	4	-	30,000
Crane Hydraulic	-	1	150,000
Survey Equipment	<u>various</u>	_____	30,000
Total:	21	11	

The 43 7-ton Hino Trucks (4x4) stationed at Hayatabad were used to transport commodities into Afghanistan. ACLU Construction Department has been one of ACLU Transport Departments biggest clients. To support the four construction units, up to 200 metric tons of materials have been transported each month. With the Construction Units reaching full potential, up to 300 tons of cement, reinforcing steel bars, concrete culvert pipes, and other construction materials will have to be hauled each month. In addition, food, camp equipment and supplies, spare parts, and on occasion Bailey Bridge materials will have to be hauled from Peshawar to job sites. Also, trucks will be needed for movements to new job sites. 10 trucks should be assigned to the Equipment and Maintenance Department to accomplish those critical tasks.

The Construction Units are undertaking projects at greater distances from Peshawar. This is as it should be as the ACLU spreads it's scope of services throughout all of Afghanistan. The present two fuel tanker trucks are insufficient to support this broadened scope, therefore, two additional trucks should be converted to fuel tankers.

VIII. OWNERSHIP AND FINAL DISPOSITION OF ACLU ASSETS

Because ACLU must transfer and reassign equipment to reorganize and because ACLU must turn over all AID funded assets to the proper authority in Afghanistan sometime in the future, ACLU is faced with technical procedural questions regarding the transfer of assets. The purpose of this section is to address those questions.

Background:

In mid 1988, AID/Afghanistan was confronted with a situation in which transportation of commodities to distant points inside Afghanistan was becoming increasingly difficult, due to increased level of fighting and the concomitant difficulties of securing shipments of both commodities and of transport vehicles. In effect, the program being carried out by ACLU was a high risk operation which had potential liability for personal injury and loss of expensive equipment over which there was little or no control. As a result, AID/Afghanistan made a decision to transfer title to equipment and vehicles to ACLU. This action served two purposes -- to allow ACLU to perform its different operational functions, and to minimize potential responsibilities and liabilities of private U.S. assistance organizations.

Under normal conditions, the title to the assets would have gone to a host country agency. In this case, however, this was not possible and the transfer was made to ACLU using the "grant-in-aid transfer agreement" format usually used for non-government entities.

Since ACLU lacked an official status, questions were subsequently raised about the legality of the title transfer. This issue was answered by an A.I.D. Regional Legal Advisor in an opinion dated March 14, 1991 (See Annex 9). According to this opinion, the transfer of assets to ACLU was valid, therefore ACLU owns the equipment and vehicles. However, a transfer document to cover title on assets purchased by RONCO has not been prepared. In addition, the documents leave certain topics not fully developed, such as conditions placed on any possible future disposition of assets, i.e., their sale, lease, transfer, and/or other type of dispositive action.

Two-Step Approach:

Although various types of disposition of some vehicles and equipment will take place in the immediate future, the reorganization plans for the equipment will be achieved using a two-step approach.

The first phase covers the reorganization of ACLU. During this phase, ACLU will seek concurrence and/or approval of the AID/Afghanistan under the proposed reorganization plan, when it desires to either dispose or otherwise transfer any of its assets.

The second phase deals with the ground rules which will be used in any future disposition of assets. Expeditious consultation between all concerned parties will follow the reorganization, to finalize plans for the eventual disposition of ACLU assets. Examples of topics which affect the second phase and which may require additional legal verification are discussed below.

Items Procured Through RONCO:

The legal opinion explicitly covers property purchased by AMEG and transferred to ACLU. However, the opinion does not cover commodities, equipment, and other items specifically purchased by RONCO for which no transfer of title document has been issued. Based on the previous legal opinion, title to the assets bought by RONCO also belongs to ACLU. However, these assets need to be identified by GCSC immediately and an official transfer document must be processed by AID/Afghanistan.

Use of Project Assets:

Normally, assets transferred to a host country entity must be used within an activity until the project has been completed. In this case, the conditions of the transfer of assets are not clear. Plans call for ACLU to follow the normal operation modality. ACLU will use its assets for project purposes only and may dispose of any equipment only with the expressed concurrence of AID/Afghanistan.

Potential Demise of ACLU:

At the end of the war, ACLU could cease to exist as an independent organization or be requested by the new government to turn over its assets to some new entity. If such eventuality takes place, efforts will focus on the ACLU's General Manager to obtain concurrence from AID/Afghanistan and to dispose of the assets in such a manner that they benefit as many Afghans as possible.

Sale or Lease of Equipment:

Some of the vehicles and equipment could probably be sold and/or leased to private organizations and individuals in an effort to encourage private enterprise. In such a case, the lease and/or sale will generate monetary proceeds. Any proceeds from the sale of property transferred by the AID/Afghanistan will be used by ACLU to offset its cost of operations.

Timing of Equipment Disposals:

If certain disposition is to be made of equipment and vehicles, the action must be done expeditiously. Expeditious action will be needed because most of the construction equipment is at project sites which are frequently located in remote areas. Unfavorable rumors concerning ACLU's operations will affect the security of the equipment. Therefore, any transfer, made during reorganization or at any time in the future, should be undertaken with speed.

IX. THE FUTURE - INSTITUTIONAL DEVELOPMENT PLAN

Planning for the future of ACLU must be based on both the present situation and by building in an ability to deal with the fluctuating and uncertain conditions of the unfolding Afghan crisis. It is of utmost importance to have flexible planning so the project can be adapted to changing situations. The thrust of ACLU's planning for the foreseeable future is indicated below:

1. In the near future, the reorganized ACLU must carry out the task of repair and reconstruction of roads and bridges in such a manner that it will facilitate the repatriation of refugees and the rehabilitation of Afghanistan when the situation so warrants.
2. Efforts will focus on the creation of a professionally well-founded institutionalized structure which will enable ACLU to play a leading role in the reconstruction of the war-torn country. ACLU will be guided in a professional manner by an Advisory Committee of Experts, who will advise the General Manager and his Team on policy. The staff will be developed in all sectors of road and bridge construction: planning, survey, design, construction, and project management. This staff development will be under the direction of the General Manager and his senior Management Team.
3. The Management of ACLU will make special efforts to develop the capability to contract out a substantial amount of its infrastructure construction and maintenance to the Afghan private sector. This will, of course start small with such work as pipe culverts or stone crushing, and will build up over time. This will mean developing ACLU's capabilities to plan infrastructure rehabilitation projects, to seek funding support, to solicit bids and to negotiate contracts and administer contract implementation. Such capabilities will, in turn, develop within the Afghan private sector the entrepreneurial, technical, managerial, administrative, and financial skills required for successful construction contractors.

A program for the provision of entrepreneurial development and practical business training for ACLU will be developed and conducted for promising employees and Afghan nationals to enable them to enter the private sector construction business.

After assessing training needs, tailor made training programs will be developed for technical and management training (see Section IV.E.) Some senior engineering staff would be sent abroad for short-term training programs with county road departments involved in force account work in areas of mountainous terrain or with the U.S. Park Service, and other technical staff would have on-the-job training in Pakistan and Afghanistan supervised by the expatriate Civil Engineer, or the final year of the construction engineering program of IRC that is funded by AID/Afghanistan.

4. Expatriate technical advice and technical and management training will be needed in the next few years to meet the new goals and objectives; however, as ACLU builds a self-reliant, competitive organization over time, dependence on a single source of foreign assistance should be gradually reduced.

5. After intensive training in project design and development skills, ACLU should be able to survive as an autonomous entity. It may be able to provide engineering consulting services to some international donors, to the future democratic government of Afghanistan, and to the Afghan private and voluntary sector. Similarly, the Repair & Maintenance and the Construction Departments may provide services to outside agencies, and ACLU may be in a position to enter into joint ventures with foreign firms for donor-funded construction contracts.
6. Though ACLU presently has a testing laboratory for quality control analysis, this capability will be expanded in future years to assist other organizations to implement standard quality control measures on a fee basis.
7. The ARCS Data Base, which ACLU will develop, will also assist other donors and the future government to contribute toward Afghanistan's reconstruction, by enabling them to plan and implement their own rehabilitation and resettlement programs.
8. The future of ACLU after the end of the fighting is hard to predict, as much depends on the nature of the entity which will be in power. If a broad-based national government is formed, then most probably ACLU has a promising future, surviving as a private sector organization or a semi-government corporation running on a commercial basis.

During the long years of war many Afghans went to the United States and other countries. That experience may well lead most people to oppose reversion to the old, pre-war government controlled Public Works Department's performance of all construction with its own forces, or force-account construction. Hopefully, the new regime of Afghanistan will encourage the strengthening of the private sector by introducing policies conducive to a market concept. ACLU with its expertise should have a promising future under this scenario.

If the status quo does persist, however, and the Afghan issue rests with a controversial and unstable AIG, the ACLU will have to continue under the reorganization plan, with the help of international donors. Hopefully, the donors will continue to participate in the reconstruction and rehabilitation programs, but if the frequent hostilities between the present warring factions escalate, it is very difficult to envision the reaction of the international community toward providing continued assistance.

ANNEXATIONS

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**Interview With Mr. Mukhtar
Director of Foreign Relations of
The Ministry of Reconstruction of the
AIG Government**

Annex 1

- o We met Mr. Mukhtar, through the courtesies of Dr. Abdullah Ali. He was very cooperative and pleasant to talk to.
- o He explained the process for obtaining registration/NOC for operation as an NGO in a construction business run by Afghan Nationals.
- o Mr. Mukhtar said it will be merely a temporary arrangement and such permission will not grant full, permanent legal
- o He also said that approximately, _____ organizations have been registered with his Ministry. He could not give us a _____ organizations.
- o At the present time there are two applications being processed in his office: the Mujahid Medical Center (MMC) (a welfare organization run by Japanese Nationals), and the Short Term Assistance for Rehabilitation Team (START).
- o He said that in the past, it has taken 2 to 6 months for the application process to be completed.
- o Mr. Mukhtar said that he believed that particularly small and unknown organizations wanted this registration/NOC to avoid police enquiries, for transport registrations purposes. As ACLU is a large company, it may not need the registration. However, if ACLU wished to apply it was welcome.
- o Mr. Mukhtar recommended that diligent follow up of the application while it is in the Foreign Office, would help to get the application processed more quickly.
- o He told us that his ministry was facing a shortage of funds and the Office was closed temporarily for a few months due to this problem.
- o He also commented that the ACLU has worked under the U.S. Government's cover so far, and wondered why shouldn't it continue to do so?

Interview with Mr. Waqar Maroaf
Assistant Commissioner of Projects Office
of
The Afghan Refugees Commissionerate
N.W.F.P. Peshawar.

Annex 2

We spoke with the Assistant Commissioner of Projects, Mr. Waqar Maroaf.* The substance of the meeting with him is briefly described below.

1. He informed us that there are over 75 organizations registered as VOLAG (Voluntary Agency) and/or NGO/PVO. An agency with objectives similar to those of ACLU is being formed with the assistance of German Government (Afghan Rural Development Agency - ARDA).
2. He also explained to us the process of registration/NOC. He gave us the requisite forms for registration and a written note on the four rules and existing regulations.
3. Mr. Maroaf informed us that before issuing the registration, their office receives permission from SAFRON (State and Frontier Region Department/Home Department) and not from the Foreign Department as Mr. Mukhtar of The Ministry of Reconstruction told us earlier. He also informed that clearance is also obtained from the Ministry of National Security of the AIG Government.
4. He specifically mentioned that the application and the requisite information has to be forwarded in triplicate with a cover letter on the official letterhead of the proposed organization.
5. He informed us that the existing policy of the GOP is that all Afghan Agencies are expected to relocate to Afghanistan by the end of 1992.
6. Although it is preferable to have two recommendation letters from international donor agencies, we asked "Won't U.S.AID only, be good enough?" He said, "Most probably".
7. It takes approximately 2-3 months to complete the application process, from the date the application is forwarded to the commissioner of Afghan Refugees to the date the registration is granted. The process would move more quickly if someone follows up with SAFRON and the other related agencies.

*(We were unable to speak to The Commissioner for Afghan Refugees, Mr. Gulzar Khan, as he was on a tour to Karachi. Additional Commissioner, Mr. Ziarat Khan, was in a meeting with Afghans.)

**ACLU CONSTRUCTION UNITS
EQUIPMENT ALLOCATION**

No.	DESCRIPTION	REG. PER UNIT	REQ. FOR BRIDGE UNIT	TOTAL FOR 4 UNIT	AVAIL.	SHORT.	REMARKS
1	Dozer Large (200 HP) (1)	2		6	5	1	
2	Dozer Small (70 HP) (2)	1	1	4	3	1	
3	F/E Loader (Rubber Tires) (3)	3	1	10	5	5	
4	F/E Loader (Tracked)	1		3		3	
5	Road Grader	2	1	7	5	2	
6	Scrapers	1		3	3		
7	Roller Smooth	1	1	4	2	2	
8	Roller 1 Sheep Foot	1		3	1	0	
9	Backhoe (120 HP)	1	1	4	2	2	
10	Backhoe (60 HP)	2		6	3	3	
11	Hino Truck (4x4)	3	6	12	12		
12	Hino Water Tanker (4x4)	2	2	8	8		
13	Mechanic Service Truck, Lg.	1	1	4	2	2	
14	Hino Truck (4x4) (5 Ton) (4)	10	6	36	26		
15	I/H Dump Truck				10		
16	Tag-Along Equipment Trailer	1	1	4	4		
17	M/F Tractor and Trolley	3	3	12	12		
18	Pick-Up (2-Door)	13	13	12	12		
19	Mechanics SVC TRK Toyota Small	1	1	4	5		
20	Pick-Up (4-Door) Toyota	1	1	4	4		On Order
21	Ambulance Toyota	1	1	4	4		
22	Fuel Tanker (1000 L) Trolley	3	3	12	15		
23	Fuel Tank (2000 gal) W/Pump On Skids	1	1	4	2	2	
24	Stone Crusher (Portable)	1	2	5	5		
25	Cement Mixer	1	2	5	6		
26	Concrete Vibrator (3 HP Gas)	1	3	6	4	2	
27	Gasoline Compactor	1	2	5	4	1	
28	Water Pump (3 HP Gas)	2	2	8	1	7	
29	Portable Office (Converted Container)	1	1	4	3	1	

No.	DESCRIPTION	REG. PER UNIT	REQ. FOR BRIDGE UNIT	TOTAL FOR 4 UNIT	AVAIL.	SHORT.	REMARKS
30	Portable Workshop (Converted Container)	1	1	4	3	1	
31	Generator (9 KVA)	1	2	5	3	2	
32	Air Compressor (For Tire Repair)	1	1	4	3	1	
33	Welding Machine	1	2	5	3	2	
34	Mine Detecting Machine	1	1	4	5		
35	Ingersol Rock Drill & Compressor	1		3	2	1	
36	Compressor (120 CFM) With Jack Hammer	1	1	4	0	4	
37	Crane Hydraulic		1	1	1		
38	Survey Equipment (Various)	1	1	4	3	1	
39	Pionjar Drill	5	2	17	17		

NOTES:

1. LARGE DOZERS:

ACLU controls and operates 5 large dozers, 4 Cat D-7 models, and 1 Komatsu D-85. Two (2) additional D-85's are listed on ACLU TO+E. Actually these 2 D-85's were handed over to commanders by O/AID/Rep and GOP. Many efforts by GOP, ACLU and O/AID/Rep have failed to get the equipment transferred to ACLU.

2. SMALL DOZERS:

Four (4) D-40 Komatsu dozers were originally purchased. Only 3 were handed over to ACLU. One was destroyed by an anti-tank mine while under control of a commander.

3. FRONT END LOADERS:

Total 5 are assigned to, and operated by the Unit. One was purchased new. Four are DOD source and are operational approximately 70% of the time.

4. DUMP TRUCKS:

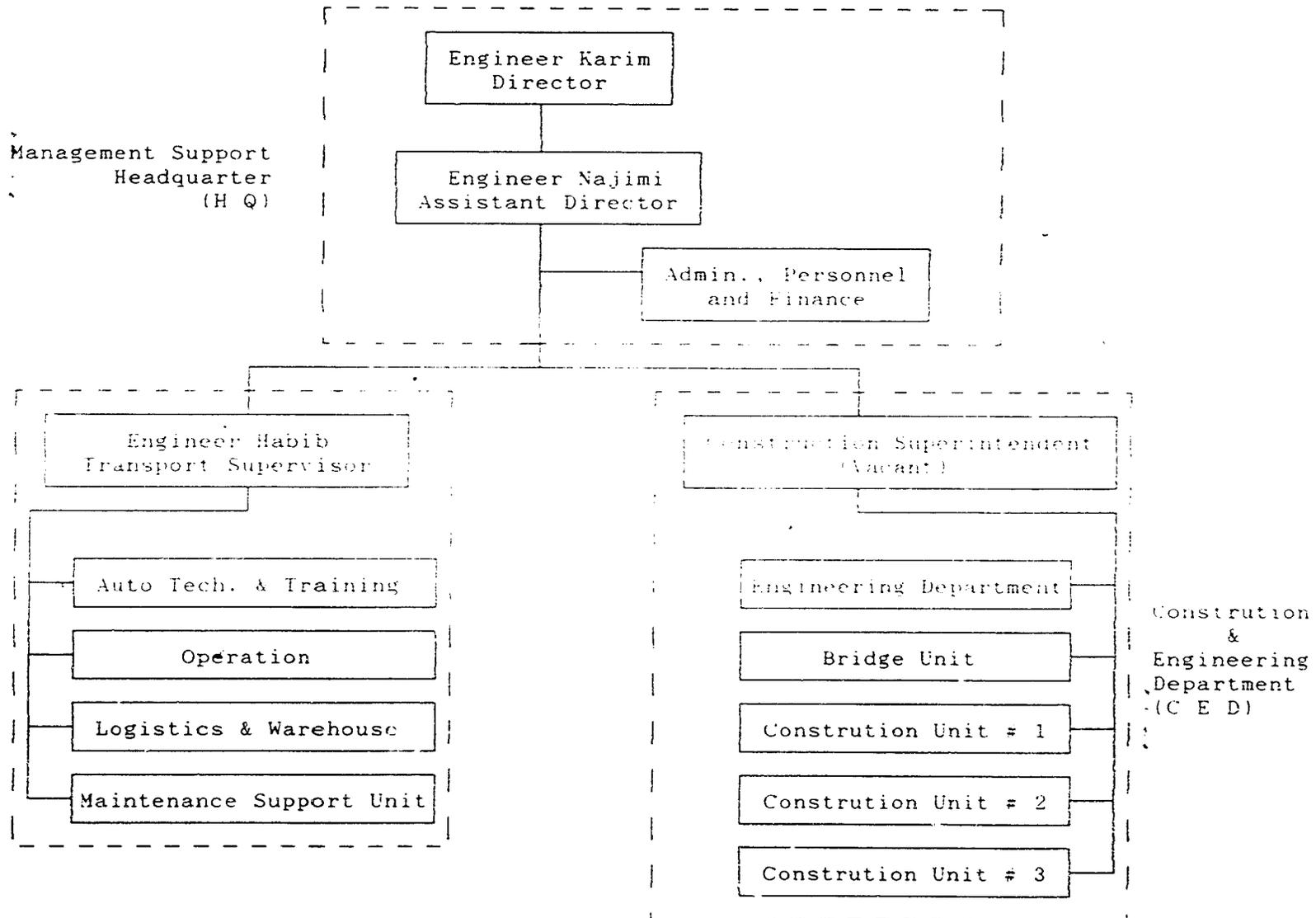
Hino dump trucks are light weight, underpowered, and unfit to work above the altitude of 10,000 ft. They are utilized accordingly.

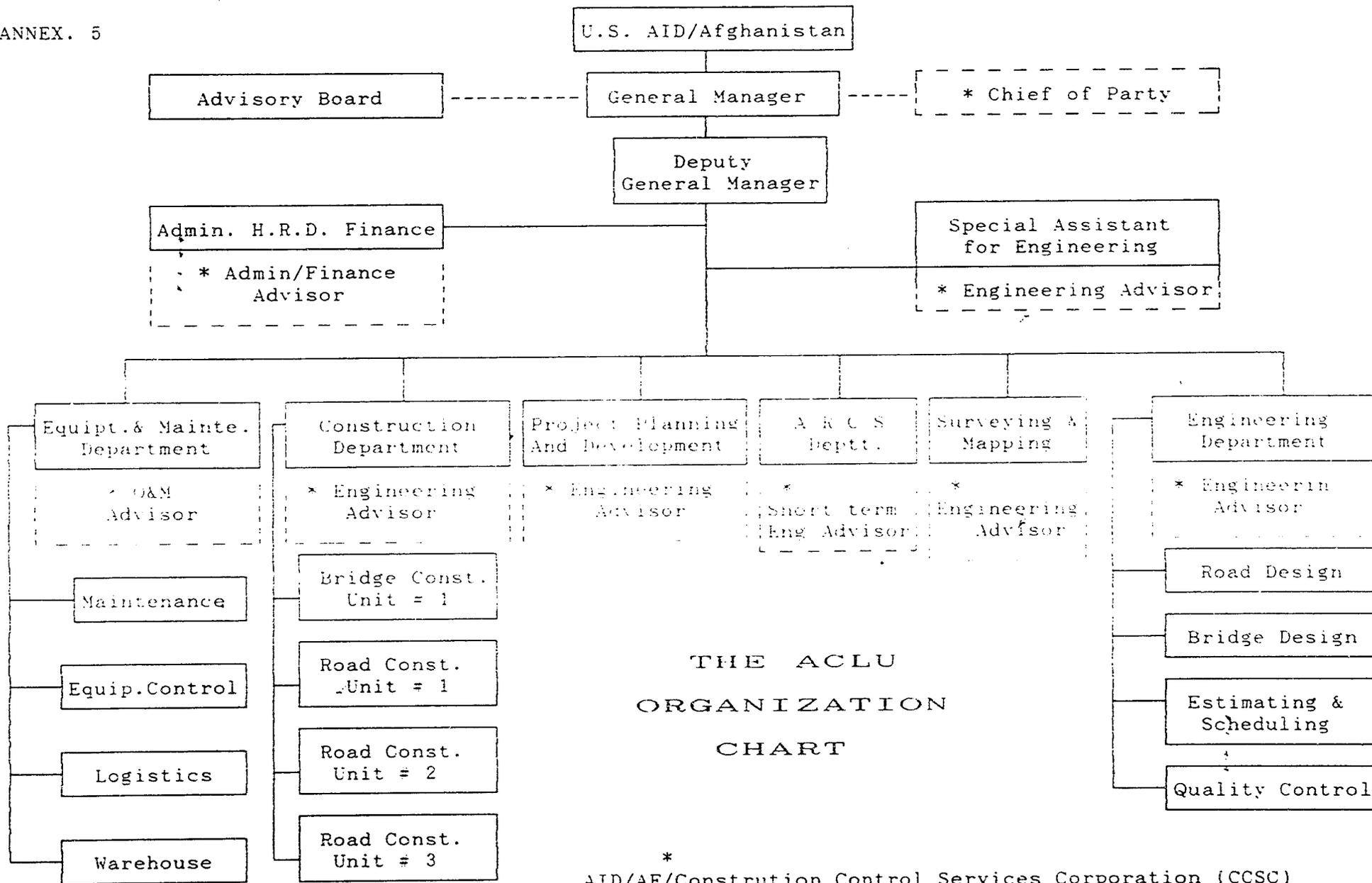
**ACLU SUPPORT AND ENGINEERING DEPARTMENT
EQUIPMENT ALLOCATION**

No.	DESCRIPTION	REQ. FOR HEAD QUART.	REQ. FOR ENGIN- EERING	REQ. FOR MAIN. & LOGIS.	TOTAL FOR 3	AVAIL.	SHORT.	REMARKS
1	Hino Fuel Truck			4	4	2	2	
2	M.A.N. Truck			1	1	1		
3	Boom Truck			2	2	2		
4	Wrecker (1 Hino, 1 /H)			2	2	2		
5	Mack Transport W/Trailer			3	3	2	1	
6	Fork Lift			1	1	1		
7	Pick-Up (2-Door)	1	2	3	6	6		
8	Pick-Up (4-Door)		4	1	5	2	3	On order
9	Cresida Station Wagon	1			1	1		
10	Land Cruiser	1	1		2	2		
11	Pick-Up (Suzuki - Small)		1	1	2	2		
12	Van (Suzuki - Small)			1	1	1		
13	Ambulance			1	1	1		

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EXISTING
AFGHANISTAN CONSTRUCTION AND LOGISTICS UNITS
(ACLU)





Peshawar, 05/21/91

D R A F T

MEMORANDUM OF UNDERSTANDING:

SUBJECT: Incorporation of Afghan Technical Training Center (ATTC) of the Commodity Export Program (CEP) into Manpower Training Program (MTP) of the Education Sector Support Project (ESSP).

(A) Operation and Management

1. Little difficulty is expected in implementing the merger given the history of on-the-ground cooperation between MTP and ATTC. MTP are successfully operation entities with little overlap. The skills taught by ATTC are concordant with the aims of MTP. The merger is due to the pending reorganization of the Afghan Construction and Logistics Unit (ACLU).

2. The school facility will remain operational at the ACLU Hayatabad compound and ACLU employees will continue to be trained by the program. Additional outside trainees will be admitted as part of MTP course operations.

3. Available area for the school would be the existing school building and adjoining 1/4 acre area now used as a drivers rest area. MTP would be free to use the designated area as they elect.

4. A co-op work program will continue to function between the school and ACLU workshop. The existing co-op work plan consisting of combined training and actual work experience on "live" jobs at the ACLU workshop is the primary advantage of the present school location.

5. MTP will have control over all administrative and operational school functions.

6. MTP will accept one member of the CCSC Operations and Maintenance staff to act as an advisory board member to help coordinate school and ACLU interaction.

7. MTP will absorb the responsibility for the nine member ACLU school staff pending a performance review.

8. As presently envisioned, MTP will retain all automotive mechanics courses presently operated by ATTC. These will be open to ACLU and MTP students. The present MTP introductory welding course will likely remain at the MTP site with the advanced welding course conducted at the ATTC site. The upcoming MTP Building Skills Course will enlarge the existing MTP constructed classroom facilities at the ATTC site to accommodate larger classes.

9. CEP will provide, prior to the transfer date, an inventory of tools and equipment to be turned over to MTP. It is recommended that this include two operating vehicles for maintenance and repair practice units.

10. Some specialized tools for joint ACLU and MTP use will remain under ACLU control to be signed out to MTP instructors as needed.

B. Financial:

1. At present ESSP/MTP contains no budget line item for ATTC and adequate budgetary provision will need to be allocated by O/AID/Rep.

2. CEP will maintain the facility (rent and utilities) during the life of the present projects, as these costs are not readily segregated from overall ACLU operation costs.

3. CCSC will provide salary costs to permit MTP to budget appropriately.

4. CCSC, as a courtesy and to the degree possible, will provide other identifiable ATTC costs from the CCSC accounting system to permit MTP to budget appropriately (tools, equipment).

5. Incremental identifiable expenses to MTP include additional tools and equipment as well as a pro bono DOD surplus, printing and reproduction expenses and transport.

Note: This MOU incorporates an earlier draft prepared by G. Scott (CEP) and G. Boardman (ESSP) and meetings/site visits including G. Scott and J. Winslow (CEP), G. Boardman (ESSP), B. Ali and T. Eighmy (O/AID/REP).

Clearance:-G. Scott, CEP. _____
-G. Boardman, ESSP _____
-B. Ali, O/AID/REP _____
-T. Eighmy, O/AID/REP _____
-M. Ward, RLA _____
-J. May, O/CC _____
-J. Sperling O/AID/REP _____

PROPOSALObjective:

To perform an inventory and condition survey of all mainline Highways serving all province capitals and major population areas in Afghanistan.

The condition survey will be used to estimate the costs of repair of each road or section of road and the collective costs, organizations and equipment needed to accomplish such repairs. The repairs and costs will be predicted on restoration of the road to its original status of construction, if identifiable or to the condition necessary for repatriation and community service immediately thereafter.

It is expected that 20,000 km. of road will eventually need to be surveyed as to existing condition in order to obtain a reasonable estimate of the cost of restoring roads to at least the condition that existed prior to 1980. The restored roads will not necessarily represent the most economical road from the standpoint of the costs of transporting of goods and services. The up grading of roads to justifiable levels of traffic service will be beyond the scope of this survey.

The terms roads and highways will be used interchangeably throughout this procedure. The only arteries of traffic constructed of relatively high standards and paved are the circular highway and 6 feeder roads connecting Pakistan, Iran and Russia to the highway.

Methodology:

The Afghan road condition survey will be performed by three man teams. These teams (three or more) will have one civil engineer (AFGHAN) a recorder and a driver. The engineer is needed to properly interpret the road condition and to validate the entries made on the survey forms.

The data collection will be standardized to remove as much individual bias as is practical to obtain uniform condition surveys.

Standardized internal checks will be built into the survey forms providing a validation of the condition.

After the condition surveys are completed unit costs based on the standard of road and the condition of each 10 km. of road will be assigned. These costs can be accumulated by road province, class or any other desired or needed combination. Repatriation roads or routes needing improvement to accommodate any other program can quickly be located, cost assessed and correlated with any available data system.

A computer program will be devised to accumulate, tabulate, display and correlate the data in a variety of useable forms compatible with data programs of other donor agencies.

SCOPE OF WORK:

The CCSC and ACLU will make an inventory and condition survey of all mainline Highway and roads in Afghanistan. These roads will be all of class 1, Class 2, and most of the class 3 Highways.

The survey will be organized and conducted as follows:

1- Inventory

20,000 Km main line roads and Highway in all provinces to all major cities and capitals.

2- Routes

All roads will be on numbered and assigned original Afghan road class designation.

3- Maps

Roads will be shown on maps. Each 10 Km section will be numbered and coded. Coding will show standard and condition.

4- Standards

Each section will be defined by standard of original road construction.

5- Work Needed

Each section will be coded to amount of construction or reconstruction needed. These amounts can be defined in a number of standard definitions and costs can be assigned.

6- Record Forms

All survey work will be done using the same forms-definitions etc. Forms will be in easy Computer Data base entry format.

7- Team Components

Teams will collect data. All teams will receive training prior to data collection.

8- Logistics

Headquarters Unit will be organized to support, direct, contract, store, summarize and manipulate data.

9- Headquarters

The headquarters unit would be recruited and organized to coordinate all data collection. They could easily monitor all future work being done on these roads using the system developed. All other agencies could use the developed system data.

10- System Design and Time Frame

The System and organization must both be designed to take advantage of opportunities to perform the surveys. All NGO and governmental organizations working within Afghanistan could be utilized in gathering the data in the specified format. The time necessary to organize, gather, manipulate and display the condition survey, data is estimated at 9 - 12 months from inception.

Assumptions and Definitions:

1. Afghanistan Roads highway are not numbered however they are classified as first, second and third class.
2. First class roads are all paved.
3. All roads second and third class etc. will need 4" of pit run surfacing. These are all unpaved roads.

This would be considered base course or wearing surface depending on the circumstance.
4. Assume the standard existing is that which was originally constructed.
5. Roads built by MUJ will not be surveyed unless a continuous specific need can be justified.
6. Paved roads will be considered as primary or first class roads and surveyed on separate format from non-paved roads.
7. Existing bridges or damaged existing bridges will be surveyed on the AFGHANISTAN Bridge Condition Survey. Non existing but needed bridges will be included by reference in road condition survey forms. New bridge construction is not restoration and should be considered improvement.
8. Culverts are assumed as a necessity for continuous operation of the roads and a reasonable number would not be considered as upgrading the road.
9. Future road construction if done by contract should be let on a per mile basis to a defined standard and a line drawing. A complete set of plans and profiles and design would consume too much time. Negotiated well managed contracts are preferable.

Time/Schedule:

The actual time required to collect the Road Condition data will depend upon the availability of the roads for survey. The availability will depend upon weather, spring run off and location of the route. Total cessation of hostilities would allow collection and processing data within approximately 14 months from initiation of the project.

The estimated time schedule is as follows:

<u>Time Required</u>		<u>Task</u>
3 Months	*	Prepare implementation plan prepare data collection format. Define and acquire all necessary equipment and personnel.
	***	Set up computer process
1 Month	**	Organize Teams Train Teams
1 Month	**	Test (test province) Efficacy of system Make adjustments
3 Months	**	Implement collection of data 3 Team 10,000 km. (1/2 of Afghanistan)
2 Months	**/**	Assemble Data Process Data
1 Month	**	Correlate data with other systems (Eighmy - UNDP) DAI, etc.

11 Months Total		

Note: * Expat. Engineer Full Time
** Expat. Engineer 50% Time
*** Consultant Computer Specialist

Resources Required

Personnel Requirements:

The A.R.C.S. will require the following personnel to perform the survey and complete all data presentations:

Survey:

4 Afghan Engineers (Civil)
4 Recorders Engr. Tech.
4 Drivers

Management and Data Processing

2 Senior AFGHAN Engineer (Civil)
2 Data Processing Specialists (Computer)
1 Expatriate Civil Engr. (7 man months)
1 Expatriate computer specialist (4 man months)

Equipment

Survey Equipment:

Vehicles

5- 4 Wheels Drive. (ACLU)

Instruments

6 Abney Hand level	2,500
6 Cloth Tape 50 m.	1,000
6 Cameras	2,000
6 Rolotape	3,000

Misc

Maps-Supplies-Forms etc.	3,500
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Office Equipment:

Computers (2) and plotter	20,000
Soft ware	8,000
Office Furniture	4,000
Misc Supplies	3,000
Office Space (12 months)	12,000

Total:	59,000

STAFF OF ACLU

No.	DESCRIPTION	EXIST	REORG. REQUIR.	REMARKS
1	Head Qrt. (Mgt. & Admin. Offices)	39	40	
2	Engineering Department	60	55	Original CED
3	Project Planning Department		5	
4	Surveying and Mapping Department		8	- DO -
5	Equipment and Maintenance Department	280	229	Original Transport Dept.
6	Construction Department		2	
7	Bridge Construction Unit	101	127	
8	Road Construction Unit 1	115	146	
9	Road Construction Unit 2	127	146	
10	Road Construction Unit 3	103	146	
	TOTAL	825	904	

1. HEADQUARTERS

No.	POSITION	EXIST	REGRG. REQUIR.	REMARKS
1	General Manager	1	1	
2	Assistant General Manager	1	1	
3	Administration Manager	1	1	
4	Finance Manager	1	1	
5	TPT STAT Assistant	1	1	
6	Accountant	2	2	
7	Junior Accountant	1	1	
8	Data Processing Operator	1	2	
9	Convoy Administrator	1	1	
10	Head Time Keeper	1	1	
11	Photographer	2	2	
12	Secretary	3	3	
13	Clerk	1	1	
14	Dispatcher	1	1	
15	Receptionist	1	1	
16	Cook	1	1	

17	Driver	5	5	
18	Office Assistant (Copist)	2	2	
19	Gardener	2	1	
20	Janitor	6	5	
21	Translator	1	1	
22	Filing Clerk	1	1	
23	Liaison Manager	1	2	This Post is transferred from TPI to Headquarters
24	Procurement Specialist	1	2	Suggest New Posts
	TOTAL	39	40	

2. ENGINEERING DEPARTMENT

No.	POSITION	EXIST	REORG. REQUIR.	REMARKS
1	Construction Support		1	
2	Chief Engineer	1	1	
3	Bridge Design Engineer	2	2	
4	Planning Engineer	2	2	
5	Highway Engineer (Senior)	1	1	
6	Highway Engineer (Junior)	2	1	
7	Highway Draftsman	1	1	
8	Quality Control	1	1	
9	Assistant Q/C Engineer	1	1	
10	Q/C Technician	4	4	
11	Planning Technician	2	1	
12	Highway Technician	6	4	
13	Draftsman (Bridge Designing)	2	1	
	TOTAL	25	21	

ED ADMINISTRATION STAFF

14	Secretary	1	1	
15	English Typist	1	1	
16	Office Assistant (Copiest)	1	1	
17	Time Keeper	1	1	
18	Clerk	1	1	

19	Cashier	1	1	
20	Persian Typist	1	1	
21	Gardener	1	1	
22	Janitor	3	2	
	TOTAL	11	10	

ED LOGISTICS

23	Construction Coordinator	1	1	
24	Assistant Construction Coordinator	2	2	
25	Construction W/H Manager	1	1	
26	Assistant Construction W/H Manager	1	2	
27	Driver	5	5	
28	Cook	1	1	
29	Guard	11	10	
30	Labor	2	2	
	TOTAL	24	24	
	GRAND TOTAL	60	55	

3. PROJECT PLANNING AND DEVELOPMENT DEPARTMENT

1	Head Engineer		1	
2	Engineer		2	
3	Technician		2	
	TOTAL		5	

4. SURVEYING AND MAPPING DEPARTMENT

No.	POSITION	EXIST	REORG. REQUIR.	REMARKS
1	Chief Surveyor		1	
2	Surveyor		2	
3	Assistant Surveyor		5	
	TOTAL		8	

5. EQUIPMENT & MAINTENANCE DEPARTMENT

SUPERVISION AND ADMINISTRATION

No.	POSITION	EXIST	REORG. REQUIR.	REMARKS
1	TPT Supervisor	1	1	
2	Assistant TPT Supervisor	1	1	
3	Secretary	1	1	
4	Clerk	1	1	
5	Time Keeper	2	2	
6	Cook	1	1	
7	Office Asst. (Copyist)	1	1	
8	Typist/Translator	1	2	
9	Cashier	1	1	
10	Asst. Cashier	1	1	
11	Janitor	2	2	
	TOTAL	13	14	

E&M LOGISTICS

12	L. G. Man	1	1	
13	Asst. Logistic Mgr.	1	1	
14	W/House Manager	1	1	
15	Fuel Manager	1	1	
16	Asst. W/House Manager	1	1	
17	Parts Specialist	1	1	
18	Procurement Splist.	1	1	
19	Toolman	1	1	
20	W/H Asst.	1	1	
21	Fuel Attendant	3	3	
22	Inventory Post Clerk	1	1	
23	Stock Clerk	2	2	
24	W/H Guard	1	1	
25	W/H Janitor	1	1	
26	Parts Coordinator	1	1	
27	Fuel Accountant	1	1	
28	Used Store Keeper	1	1	

29	Property Clerk	1	1	
30	Gardener	1	1	
31	Convoy Manager	10		
32	Head Dispatcher	1	1	
33	Dispatcher	5		
34	Driver H/Duty	6	6	
35	Driver Foreman	1	1	
36	Asst. H/D Driver	2	2	
37	Driver	127	92	
38	Head Guard	1	1	
39	Asst. Head Guard	1	1	
40	Co-Driver	3		
41	Guard	22	22	
42	Doctor	1	1	
43	Head Nurse	1	1	
44	Janitor	1	1	
	TOTAL	204	151	

E & M MAINTENANCE

45	Maintenance Supvr.	1	1	
46	Asst. M. Supvr.	1	1	
47	Head Mechanic	4	4	
48	Mechanic G. I	7	7	
49	Welder G. I	6	6	
50	Maintenance Clerk	2	2	
51	Denter	6	6	
52	Electrician	3	3	
53	Mechanic G. II	11	11	
54	Painter	2	2	
55	Welder Supervisor	1	1	
56	Carpenter	1	1	
57	Welding Supervisor	1	1	
58	Mechanic G. III	8	8	
59	Tailor	1	1	
60	Head Greaseman	1	1	

61	Greasman	1	1	
62	Tire Punctureman	3	3	
63	Asst. Carpenter	1	1	
	TOTAL	61	61	
	GRAND TOTAL	278	226	

6. CONSTRUCTION DEPARTMENT

1	Construction Superintendent		1	
2	Assistant Engineer		1	
3	Clerk			
4	Typist			
	TOTAL		2	

7. STANDARD BRIDGE UNIT

No.	POSITION	EXIST	REORG. REQUIR.	REMARKS
1	Construction Unit Leader	1	1	
2	Cashier	1	1	
3	Clerk	1	1	
4	Time Keeper	1	1	
5	Typist		1	
6	Asst. Construction Unit Leader	1	1	
7	De-miner	1	1	
8	Site Engineer	1	2	
9	Highway Surveyor	1	1	
10	Operator/Co-Operator	6	9	
11	Crusher	1	2	
12	Driller	1	2	
13	Explosive Man	1	1	
14	Mason	5	3	
15	Mason	7	16	
16	Carpenter	1	2	
17	Laborer Subforeman	4	4	

18	Laborer	35	34	
19	Concrete Mixer Operator	1	1	
20	Steel Fixer	1	1	
	TOTAL	71	86	

MAINTENANCE STAFF

21	Equipment Manager		1	
22	Mechanic Grade I		2	
23	Mechanic Grade III	1	2	
24	Welder grade I	1	1	
25	Electrician		1	
26	Greaseman		1	
27	Tire Puncture Repair Man	1	1	
28	Driver/Co-Driver	8	10	
	TOTAL	11	19	

LOGISTICS STAFF

29	Camp Supervisor	1	1	
30	Assistant Camp Supervisor	2	2	
31	Baker	1	2	
32	Cook	2	2	
33	Nurse	1	1	
34	Guard	11	12	
35	Store Keeper	3	2	
	TOTAL	19	22	
	GRAND TOTAL	101	127	

8. ROAD CONSTRUCTION UNIT #1

ADMINISTRATION STAFF

No.	POSITION	EXIST	REORG. REQUIR.	REMARKS
1	Construction Unit Leader	1	1	
2	Cashier	1	1	
3	Clerk	1	1	

4	Time Keeper	1	1	
5	Typist		1	
	TOTAL	4	5	

CONSTRUCTION STAFF

6	Asst. Construction Unit Leader	1	1	
7	De-miner	2	2	
8	Site Engineer	2	3	
9	Highway Surveyor	1	1	
10	Operator/Co-Operator	10	20	
11	Driver/Co-Driver	11	17 ^A	
12	Crusher Operator	2	2	
13	Driller	2	3	
14	Explosive Man	1	1	
15	Labor Sub-Foreman	4	4	
16	Laborers	31	34	
17	Mason Sub-Foreman	2	4	
18	Mason	15	16	
19	Carpenter	1	1	
	TOTAL	85	109	

MAINTENANCE STAFF

20	Equipment Manager	1	1	
21	Mechanic Grades I & II	2	3	
22	Welder Grade I & Iron Worker	1	1	
23	Electrician	1	1	
24	Mechanic Grade III		2	
25	Tire Puncture Repair Man	1	1	
26	Greaseman	1	1	
	TOTAL	7	10	

LOGISTICS STAFF

28	Camp Supervisor	1	1	
29	Assistant Camp Supervisor	2	2	
30	Nurse	1	1	

31	Store Keeper	1	2	
32	Cook	2	2	
33	Baker	2	2	
34	Guards	12	12	
	TOTAL	21	22	
	GRAND TOTAL	117	146	

9. ROAD CONSTRUCTION UNIT #2

ADMINISTRATION STAFF

No.	POSITION	EXIST	REORG. REQUIR.	REMARKS
1	Construction Unit Leader	1	1	
2	Cashier	1	1	
3	Clerk	1	1	
4	Time Keeper	1	1	
5	Typist	1	1	
	TOTAL	5	5	

CONSTRUCTION STAFF

6	Asst. Construction Unit Leader	1	1	
7	De-miner	1	2	
8	Site Engineer	2	3	
9	Highway Surveyor		1	
10	Operator/Co-Operator	18	20	
11	Driver/Co-Driver	16	17	
12	Crusher Operator	2	2	
13	Driller	2	2	
14	Explosive Man		1	
15	Laborer Sub-Foreman	4	4	
16	Laborers	33	34	
17	Mason Sub-Foreman	1	4	
18	Mason	16	16	
19	Carpenter	1	1	
		97	108	

MAINTENANCE STAFF

20	Equipment Manager		1	
21	Mechanic Grades I & II		3	
22	Welder Grade I & Iron Worker	1	1	
23	Electrician	1	1	
24	Mechanic Grade III	1	2	
25	Tire Puncture Repair Man	1	1	
26	Greaseman	1	1	
	TOTAL	5	10	

LOGISTICS STAFF

27	Camp Supervisor	1	1	
28	Assistant Camp Supervisor	1	2	
29	Nurse	1	1	
30	Store Keeper	1	2	
31	Cook	2	2	
32	Baker	2	2	
33	Guards	12	13	
	TOTAL	20	23	
	GRAND TOTAL	127	146	

10. ROAD CONSTRUCTION UNIT #3

ADMINISTRATION STAFF

No.	POSITION	EXIST	REORG. REQUIR.	REMARKS
1	Construction Unit Leader	1	1	
2	Cashier	1	1	
3	Clerk	1	1	
4	Time Keeper	1	1	
5	Typist	1	1	
	TOTAL	5	5	

CONSTRUCTION STAFF

6	Asst. Construction Unit Leader		1	
7	De-miner	3	2	

8	Site Engineer	1	3	
9	Highway Surveyor		1	
10	Operator/Co-Operator	12	20	
11	Driver/Co-Driver	6	17	
12	Crusher Operator	2	2	
13	Driller	3	3	
14	Explosive Man		1	
15	Laborer Sub-Foreman	3	4	
16	Laborers	32	35	
17	Mason Sub-Foreman	3	4	
18	Mason	9	16	
19	Carpenter	1	1	
	TOTAL	75	110	

MAINTENANCE STAFF

20	Equipment Manager	1	1	
21	Mechanic Grades I & II	1	1	
22	Welder Grade I & Iron Worker	1	1	
23	Electrician	1	1	
24	Mechanic Grade III		2	
25	Tire Puncture Repair Man		1	
26	Greaseman	1	1	
	TOTAL	5	8	

LOGISTICS STAFF

28	Camp Supervisor	1	1	
29	Assistant Camp Supervisor	1	2	
30	Nurse	1	1	
31	Store Keeper	1	2	
32	Cook	2	2	
33	Baker	1	2	
34	Guards	11	13	
	TOTAL	18	23	
	GRAND TOTAL	103	146	

DWP-LOU 2, ANNEXES.5, July 15, '91

Approval File

10 013-01

O/A REP for Afghanistan
American Embassy, Islamabad
Tel: 92-51-826161 Fax No: 92-51-823796

FACSIMILE TRANSMISSION FORM

DATE: April 23, 1991

SUBJECT: ACLU Reorganization

TO: George Scott, CCSC

FAX NO: ~~052-42274~~ 0521-42274

FROM: ~~Basharat Ali, O/AID/Rep~~ Basharat Ali, O/AID/Rep

No. of Pages Sent 4

APPROVED BY: ~~[Signature]~~
Robert Bakley, AID/Rep

George,

I have taken the liberty of expanding/revising your proposed scope of work for the reorganization team. Should you have any problem or question with regard to the scope, please let me know.

Assuming your acceptance of the attached scope of work, please proceed to contract with individual consultants for the team. Per our agreement, the team will comprise of one U.S. short term consultant (team leader), one Afghan expert with construction experience, and one Pakistani management consultant. Considering the urgency and importance attached to the subject reorganization, we urge you to proceed without delay and prepare the final draft plan for submission on or about June 15, 1991.

Phil Lewis, the U.S. PSC Engineer, is scheduled to arrive in Islamabad this weekend. He will leave for Peshawar early next week to begin consultations with ACLU/CCSC.

Commodity Export Program
(306-0205)
Reorganization of the Afghan Construction
and Logistics Unit

SCOPE OF WORK

Background

The Afghan Construction and Logistics Unit (ACLU) was established in the middle of 1988 in response to emerging operational needs for implementing the cross border humanitarian assistance program. It was established not only to serve present needs but also to have the capacity to move into Afghanistan as an Afghan-run entity to meet the most pressing needs of rehabilitation of a large population. The construction department was first started to construct new penetration routes and repair war-damaged roads and bridges to facilitate the flow of humanitarian assistance. A centralized transport department was added to ACLU to handle commodities to distant and relatively inaccessible points inside Afghanistan. Lack of adequate maintenance capacity locally led to the addition of a maintenance facility, supported by a spare parts depot and a small unit to train Afghans.

ACLU currently employs a staff of 830 Afghans comprising of management, technical, engineering and support staff. The construction department employs 543 Afghans and is equipped with 77 pieces of construction equipment and 17 utility vehicles. The transport department is staffed by 234 employees in the transport department. A staff of 53 is responsible for the repair and maintenance of all CEP financed and Department of Defense's (DOD) donated construction and transportation equipment. In addition, this maintenance section also serves repair/maintenance needs of other O/AID/Rep financed entities. ACLU is supported by a technical assistance contractor with the responsibility to enable ACLU to carry out a variety of transportation and construction services. The TA contractor, Construction Control Services Corporation (CCSC), consists of four long-term expat advisors, one locally hired expat and 38 local support staff. In addition, short-term consultants are brought on board as needed.

ACLU as organized does not have any legal status (in Pakistan) or even a formal charter to direct its activities. It is neither a public entity nor a private voluntary organization. It is not exactly a parastatal, but has certain features of one. It is, however, a non-governmental organization (NGO), but one without a board of directors. It is totally dependent on AID resources to

cover its operating costs. As a result of nearly two years of training and technical assistance, ACLU is increasingly functioning independently in its day-to-day operations but continues to receive technical guidance from the CCSC TA team.

Direction

Because of reasons of economics and diminishing need for ACLU's trucking fleet, O/AID/Rep has decided to dismantle the transportation department of ACLU. However, considering enormous maintenance and repair needs of Afghan transportation infrastructure (roads and bridges) and the realization that ACLU is the "only game in town", O/AID/Rep has determined to continue to support ACLU's on-going construction activities. While support for new road/bridge projects is fully intended, it will be dependent upon the submission of acceptable reorganization and work plans for the short and long term from ACLU CCSC. In support of ACLU's construction and other O/AID/Rep financed activities, the continuing need for existing maintenance capacity within ACLU is fully recognized. As well, it is O/AID/Rep's intention to retain the capacity to train mechanics but where should this capacity be housed (ACLU or University of Nebraska) and its future mode of operation is to be determined.

Statement of Work

A team of three consultants (comprising of a U.S. short-term consultant, a locally hired Afghan construction expert and a Pakistani management consultant) in collaboration with ACLU will prepare a reorganization plan for the ACLU which will permit continued AID Rep support for the construction unit. This effort will include but not be limited to:

- charter and by-laws for the board of directors;
- legal basis (under the Government of Pakistan) rules for such an organization;
- organizational structure with definition of responsibilities for each department/unit/section;
- optimum level of staff and equipment for each section, given the on-going construction activities and the proposed work plan for the future;
- project selection criteria and approval process management
- detailed management and operating procedures;
- recommendation with regard to the continuation ACLU's mechanics training school and its transfer to the University of Nebraska;
- recommendation with regard to the ultimate disposition of ACLU's construction and other assets; and
- guidance for ACLU and CCSC to ensure long-term viability of the proposed to be reconstituted organization.

Time frame

The team will begin work on or about May 1 and finish its task on or about June 15, 1991.

Methodology

CCSC resident staff and its team of three consultants will work closely with the O/AID/Rep Projects Officer and its short term U.S. PSC Engineer. In addition to the scope of work for the CCSC's short term team, CCSC will collaborate with the O/AID/Rep staff in determining the levels of transport related staff reductions and disposition of trucking assets. CCSC will also submit its recommendations for representation on the board of directors. Finally, CCSC will prepare an implementation and financial plan for ACLU's future operations while continuing work on the on-going construction projects. All of these additional documents will be prepared in close collaboration with the O/AID/Rep and be formally submitted for approval o/a June 15, 1991.

Reports

CCSC will submit a draft reorganizational plan, encompassing the entire scope of work, by May 31 and a final report by June 15, 1991. The U.S. PSC Engineer, being contracted directly by O/AID/Rep, will submit a separate report as stipulated in his contract.

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