A.I.D. EVALUATION SUMMARY PART 1

(BEFORE FILLING OUT THIS FORM, READ THE ATTACHED INSTRUCTIONS)

A. REPORTING A.I.D. UNIT:

USAID/Pakistan
(Mission or AID/W Office)

(ES#)

B. WAS EVALUATION SCHEDULED IN CURRENT FY ANNUAL EVALUATION PLAN?

yes ■ slipped ☐ ad hoc ☐

Eval. Plan Submission Date: FY ___ Q ___

C. EVALUATION TIMING

PD-ABJ-133

Interim ■ final ☐ ex post ☐ other ☐

[redacted]

D. ACTIVITY OR ACTIVITIES EVALUATED (List the following information for project(s) evaluated; if not applicable, list title and date of the evaluation report)

Project #	Project/Program Title (or title & date of evaluation report)	First PROAG or equivalent (FY)	Most recent PACD (mo/yr)	Planned LOP Cost ('000)	Amount Obligated to Date ('000)
				$	$
391-0480	Road Resources Management (RRM)	6/18/87	7/31/94*	43,000	14,050

* PACD was forwarded to 7/31/94 from 12/31/94 due to rescission.

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

Action(s) Required	Name of officer responsible for Action	Date Action to be Completed
1. Provide continued support and reinforcement of road maintenance and rehabilitation principals and standards to better assure sustainability.	Director General (RD) SLGRDD; USAID Project Officer	Dec. 1994
2. Encourage continued use of local contractors for road maintenance activities.	" " " "	Dec. 1994
3. Encourage districts to allocate larger amount for road maintenance.	Secretary SLGRDD; USAID Pro. Off.	Dec. 1994
4. During the remaining program time efforts should be increased in the training area.	USAID Proj. Officer; DG (RD)	Dec. 1994
5. As funding permits, districts should be supplied with additional support equipment for road maintenance activities.	" " " "	Dec. 1994

(Attach extra sheet if necessary)

F. DATE OF MISSION OR AID/W OFFICE REVIEW OF EVALUATION: mo ___ day ___ yr ___

G. APPROVALS OF EVALUATION SUMMARY AND ACTION DECISIONS:

	Project/Program Officer	Representative of Borrower/Grantee	Evaluation Officer	Mission or AID/W Office Director
Signature				
Typed Name	Hasan Masood	Brig. Shahid H. Khan	Judith Schumacher	John S. Blackton
Date:	7/5/94	20.7.94	8/4/94	8/4/94

H. EVALUATION ABSTRACT (do not exceed the space provided)

Th educed RRM Project aims at establishing a maintainable rural road system in Sindh and identifying policy, management and financial reforms needed to achieve a sustainable road system. The project focusses on the paved road network under the fifteen politically elected councils in the rural districts of Sindh province. These district councils are relatively self supporting as they generate revenues through local taxes for their development programs. The project also provides comprehensive approach to planning and investment for rural roads and to investigate ways of overcoming the policy and financial constraints to effective management of road resources.

The main purpose of this mid-term evaluation - which will be the only one during the 7 year life of the project - was to evaluate the validity of the concept of developing road maintenance capabilities through an approach which requires the district councils to utilize their own resources for road maintenance in return for project investment in improving the deteriorated road network. In addition, the evaluators were to assess the progress in achieving objectives and targets as originally conceived in the Project Paper. The team was also asked to review and evaluate the impact of the adjustments made in project implementation due to major funding cuts mandated by the imposition of the Pressler amendment and make recommendations for improving the overall effectiveness of implementation. The issue of sustainability was also to be addressed keeping in view the host government institutional capabilities and changing socio-political environment in Sindh.

The team notes that even in changing local conditions and severe program adjustments as a result of Pressler funding cuts, the project targets have been met. The evaluators endorse the project efforts of reinforcing the road rehabilitation standards and maintenance principles and encourage continued use of local contractors to help assure sustainability. To enhance the productivity of the road maintenance crews, the team advocates provision of selected equipment to the districts and suggests using USAID finacing if available, or exploring alternative sources such as other donors or even the GOP/GOS. Observing that the districts have started allocating funds for road maintenance on a continuous basis and a few districts are not budgeting adequate funds, the team suggests encouraging the districts to allocate larger amounts to meet the road maintenance needs.

Regarding lessons learned the evaluation report states: "Despite the severe reduction in program funding, several of the program objectives have been able to be met - improved road maintenance program, expanded system of maintainable roads. But others have had to be reduced substantially, or eliminated entirely - training program for district engineering, administrative, and financial staff; experimental road construction program; upgrading of katcha roads. These reductions have reduced the number of program objectives able to be accomplished, and limited the areas where program sustainability could possibly occur."

To improve project sustainability within the funding and time constraints, the team identified training in technical, management and financial areas as the most effective way to enhance district councils' capability and ensure better planning, implementation and funding of the road maintenance activities.

I. EVALUATION COSTS

1. Evaluation Team

Name	Affiliation	Contract Number OR TDY Person Days	Contract Cost OR TDY Cost (US$)	Source of Funds
Robert Bernero	De Leuw Cather Int"l Ltd.	IQC:PDC-0249-1-00-0019-00	$47,332	RRM Project
Shaheen R. Khan	USAID/Pakistan			

2. Mission/Office Professional Staff Person-Days (estimate) 40

3. Borrower/Grantee Professional Staff Person-Days (estimate) 25

A.I.D. EVALUATION SUMMARY PART II

J. SUMMARY OF EVALUATION FINDINGS, CONCLUSIONS AND RECOMMENDATIONS (Try not to exceed the 3 pages provided)
Address the following items:

* Purpose of activity(ies) evaluated
* Purpose of evaluation and Methodology used
* Findings and conclusions (relate to questions)
* Principal recommendations
* Lessons learned

Mission or Office: USAID/PAKISTAN

Date this summary prepared: April, 1994

Title and Date of Full Evaluation Report: Mid Term Evaluation for Road Resources Management (RRM) Project: May, 1993

1. Purpose of the RRM Project:

The purpose of the project is to establish a maintainable rural road system in Sindh, Pakistan and to further identify the policy, management and financial reforms needed to achieve a sustainable road system nation wide. The project aims at improving the rural road network, which in turn will promote a more rapid and equitable growth in income and standard of living for the people of rural Sindh. The Pressler Amendment reduced the LOP funding for the project from $ 43.0 million to $ 14.1 million forcing major program adjustments resulting in premature termination of the TA contract, substantial reduction in construction and training programs, and deletion of the provision of road maintenance equipment to the district councils. However, the project purpose of establishing a maintainable and sustainable paved road system in Sindh districts continues to remain a viable objective.

2. Purpose of the Evaluation and Methodology Used:

This mid-term evaluation was the first to be undertaken and focussed primarily on evaluating the validity of the concept of developing road maintenance and construction capabilities in the fifteen rural District Councils. Major issues examined were: progress in achieving objectives and targets as originally conceived in the Project Paper; impact of the changes made in project implementation approach due to severe Pressler budget cuts on the overall effectiveness of implementation; and sustainability of the project efforts considering host government institutional capabilities and changing socio-political environment in Sindh.

A representative sample of Districts were chosen for field visit by the team, ranging from those most responsive to those less responsive to the goals and targets established in the areas of road maintenance and road rehabilitation activities. In each of the six (6) Districts visited discussions were held with the technical and administrative staff to better determine how work was progressing, their commitment to the road maintenance program, budget allocation for road maintenance activities, and the condition of the current road network. Interviews were also held with the local construction contractors working on the project activities. The team visited the provincial and federal counterparts, GOP agencies involved in road development and GOP training institutions. USAID, District Officials and A/E consultants provided briefings, documents and other literature, as well as summary information about project progress.

3. Findings and Conclusions:

The evaluation provides a candid assessment of project progress and effectiveness of the reduced program and the implementation approach. The report also evaluates each project activity including road maintenance, construction and training programs, and provides recommendations. The project efforts on district financial management and revenue generation have also been discussed in detail but no specific recommendation has been provided. The evaluators have carried out detailed analysis justifying the economic viability of road maintenance in support of the project implementation strategy. Understandably the evaluation team has reiterated the impact of significant funding cuts due to Pressler which has affected all activities. The evaluators highlight with concern that the most severe impact was on training - an activity considered as the key to attaining sustainability of the project objectives. The evaluation team observes that:

- Despite local security problems, major fluctuations of road inventory status in several districts and early termination of TA contract in October 1991, the local USAID staff has been able to carry on road maintenance planning and evaluation assistance to the districts and basically achieve or execute their updated maintained road length goals in all but one district.

During the same period the number of kilometers of paved roads in some of the fourteen districts increased due to the construction of new paved roads with GOP special grants. This situation of an increasing road system to maintain with the existing staff requires the districts to become more effective and efficient in maintaining their road system if they are not to have increasing maintenance problems in the next few years.

- The original equipment dependent road maintenance program for the district had to be replaced with more appropriate labor intensive approach due to the abandonment of equipment procurement as a result of Pressler. However, this resulted in a decrease of average crew day accomplishment which means a slower rate of road maintenance activities.

  Considering the tremendous increase in productivity which could be achieved in execution of road maintenance with the support of even modest equipment, the evaluation strongly advocates exploring means whereby funding for certain selected equipment could be arranged for the district councils.

- Total revenues for most districts have been increasing and, with the efforts of the RRM program, districts have started to allocate an increased amount of their annual budget for road maintenance. However, when compared with the currently estimated amount of funding considered necessary to properly maintain each district paved road system, the districts are under-funding the road maintenance sector by substantial amounts. Major efforts need to be taken by each district to allocate a larger amount. Without the needed budget authorization, the district engineer and his staff will be unable to dedicate the necessary resources.

  On the revenue enhancement aspect, the studies conducted and the recommendations prepared by the TA team are still valid and should be pursued in light of the analysis and prioritization proposed in the evaluation report.

- Of all components of the RRM project construction program goals, the road rehabilitation program for paved roads has suffered the least impact, with about a 10% reduction from the initial target. However, due to reductions in project funding resulting from the Pressler Amendment, the EXPERIMENTAL and KATCHA roads construction programs were reduced to a negligible amount or completely eliminated.

  Due to the ability of USAID to maintain the assistance of the local A/E consulting firm on this project to do the rehabilitation road traffic surveys, design preparation, tender evaluation, pre-work contractor performance orientation, and oversee contract supervision, USAID has been able to assist the district engineers in achieving the majority of the program targets in this area.

- Original project targets were to prepare and implement a series of training courses/workshops on seventeen (17) topics in various areas of road maintenance management, road rehabilitation, and financial management. Due to the severe funding reductions resulting from the Pressler Amendment and early termination of the technical assistance contractor, the course development work could not be carried out.

  Additional training efforts during the remaining program time (1993-94) will help to reinforce the training work completed to date, and help to better prepare the local district staff to perform their respective functions more effectively, and contribute to a greater chance that the RRM program principles will be carried on following its completion. Without such training, the chances of program sustainability are considered poor to fair due to the limited number of individuals trained to date, and the limited number of training courses/workshops able to be held to date.

Sustainability of the Road Maintenace Program:

The evaluation team notes that due to substantial budget cuts as a result of Pressler, only partial sustainability can be achieved. The team recommends that the focus of the sutainablity efforts should be on training of the district staff. The training in technical, financial and management areas is needed to enhance their capability to develop and implement road maintenance plans, allocate adequate funds and take effective measures to increase the district revenues.

4. **Principal Recommendations:**

The evaluation report include recommendations on each area of activity under the project. Most of these recommendations primarily reinforces the existing efforts, while one recommendation requires expanding the project to other provincial GOP road development agencies in the province. Specific recommendations are also given on training and provision of equipment - the latter being dependent on the availability of funds. These recommendations are:

1. Continued support and reinforcement of road maintenance principals is needed to better assure the sustainability of these achievements.

2. Continued use of local contractors for road maintenence activities is encouraged.

3. Districts need to be encouraged to allocate a larger amount of their budget for road maintenance.

4. Continued support and reinforcement of road rehabilitation standards and principals to better assure sustainability.

5. Contacts with the districts and GOS should be expanded to encourage the establishment and consistent use of road construction standards on all district road projects.

6. During the remaining program time (1993-94), efforts should be increased in the training area.

7. As funding permits, or can be made available, districts should acquire, or be supplied with additional support equipment for road maintenance activities.

5. **Lessons Learned:**

The evaluation team has identified the impact of the severe cuts in LOP funding on project objectives and sustainability as the most important lesson learned. The team notes that the reduction in project budget has reduced the areas in which project activities should have continued, thereby limiting the effectiveness of the project and the scope of achieving sustainability.

K. ATTACHMENTS (List attachments submitted with this Evaluation Summary; always attach copy of full evaluation report, even if one was submitted earlier)

Mid-term Evaluation Report, May 1993.

L. COMMENTS BY MISSION, AID/W OFFICE AND BORROWER/GRANTEE

The two person evaluation team made their best effort to closely follow the scope of work despite time constraints. The lone member of the IQC firm with extensive experience in the road sector was ably supported by the Mission economist.

The reduced RRM Project is currently in its last year of implementation with a PACD of December, 1994. Keeping this in view the evaluation team made appropriate and practical recommendations, a majority of which are considered achievable in the available time frame. The recommendations are addressed to both the GOP counterpart Sindh Local Government and Rural Development Department (SLGRDD) and the USAID project implementation staff. SLGRDD has reviewed these recommendations and fully concurs with them. They have also initiated steps in implemeting these recommendations.

The final report was widely distributed among the various host government agencies involved with the project. It is expected that the evaluation report will serve as a guide to the GOP counterpart in particular and the other agencies in general in sustaining and reinforcing the project accomplishments and in improving the development of the rural road sector in Sindh and other provinces.

Early termination of the project (07/31/94) due to recission have constrained the Mission's ability to respond to the evaluation recommendations.