

AGENCY FOR INTERNATIONAL DEVELOPMENT
WASHINGTON, D.C. 20523

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MEMORANDUM

October 17, 1988

TO: Distribution

FROM: ANE/PD, Elisabeth Kvitashvili *ek*

SUBJECT: Afghanistan: Commodity Export Program (306-0205) -
Project Committee Meeting

A Project Committee (PC) meeting to review the Request for Proposals (RFP) for the Afghanistan Construction and Logistics Unit (ACLU) will be held on Friday, October 21, 1988 from 2:00 - 4:00 in the Conference Room, 3320A, N.S. Due to the sensitive nature of this effort, a PC is being called in order to maximize Bureau participation.

Attachment:
RFP

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Attachment A

STATEMENT OF WORK

AFGHAN CONSTRUCTION AND LOGISTIC CONTRACT-COMMODITY
EXPORT PROGRAM

I. BACKGROUND - This portion is a comprehensive discussion of entire AID/REP portfolio

A. Introduction:

This Request for Proposals (RFP) is for a U.S firm initially to operate road construction, vehicle maintenance, and transportation activities in Pakistan (later in Afghanistan); and to prepare Afghans to assume responsibility for these operations. Later, the Contractor would advise the Afghan organizations on the operations of these activities. This contract is in support of the U.S. Agency for International Development program of cross-border humanitarian assistance (CBHA) to war-affected people in Afghanistan.

B. Purpose of CBHA Program:

The overall purpose of the A.I.D. program for Afghanistan is to improve the capability of the Afghans to sustain themselves inside Afghanistan. The aim is to provide support so that the refugee flow into Pakistan is not renewed and to encourage the voluntary repatriation of Afghans to resistance-controlled areas.

C. Description of CBHA Program:

1. Evolution of Assistance: A modest program of direct assistance began in FY 1985, using International Disaster Assistance Funds. This program provided \$8 million in grants to European and U.S. private voluntary organizations (PVO) to implement activities in health, education, food aid, and agricultural production for war-affected Afghans.

In FY 1986, with the establishment of a separate Office of A.I.D. Representatives for Afghan Affairs in Islamabad, Pakistan (O/AID/REP or the Mission), a long-term humanitarian assistance program was initiated to continue funding PVO activities as well as to design and implement cross-border humanitarian projects in cooperation with the Afghan resistance Alliance and its seven parties. A PL-480 program and Department of Defense DOD humanitarian relief program also began about the same time.

The Mission is located in the U.S. Embassy in Islamabad and in a nearby building annex, and a Regional Affairs Office and annex in Peshawar. It

has a staff of 13 U.S. direct hires, supplemented by 24 personal services contractors. It is supported by the USAID/Pakistan Executive Office, Regional Legal Advisor, and Controller.

2. Portfolio:

a. The Commodity Export Program (CEP) (306-0205) was designed and started in 1986 to provide war-affected Afghans with a range of humanitarian goods such as food, clothing, shelter and related items. The project is being implemented by a U.S. contractor. Some \$27 million has been obligated to date for commodities and operating costs. The project was redesigned in May, 1988 to add, among other things, a studies component and a transportation/road maintenance component, the latter the subject of this RFP.

The CEP logistic contractor's Pakistan headquarters is in Islamabad where it also manages a warehouse. It operates a warehouse/office and an Animal Holding Facility (AHF) in Peshawar as well as a warehouse and office in Quetta.

b. The Health Sector Support Project (306-0203) was started in late CY 1986 to provide technical assistance, training, and commodities to strengthen the capability of the resistance to plan and manage the provision of both preventive and curative health services inside Afghanistan. This project is being implemented by a U.S. consulting firm in cooperation with the Alliance Health Committee. The implementing contractor for CEP has been procuring medical supplies from Pakistan on behalf of the project. About \$15.0 million has been obligated to date.

c. The Education Sector Support Project (306-0202) is implemented by the technical assistance team from a U.S. university in cooperation with the Education Center for Afghanistan. The project was designed and funds initially obligated in FY 1986. The project has been supporting schools and training teachers to return to Afghanistan to operate schools, and providing textbooks and other materials for the schools. A limited amount of commodities has been procured by the CEP logistics contractor on behalf of the project. About \$15 million has been obligated to date.

d. The Agricultural Sector Support Project (306-0204) is implemented by a U.S. private voluntary organization under contract with the Mission. The project, which started in the summer of 1987, involves institution building, provision of agricultural production inputs, such as irrigation pumps and draft animals, to war-affected Afghan farmers, and a number of rural works activities. Commodities are purchased by the CEP contractor on behalf of the project. About \$6.0 million has been obligated to date.

e. The PVO Co-Financing Project (306-0201) was started in FY 1985 and provides funding for 12 American and European PVOs to implement 15

activities. More than half of the funds support health activities. Funds are also used to support activities involving agricultural production and resettlement inside Afghanistan. Nearly \$20.0 million has been obligated to date.

f. The Rural Assistance Project (306-0208), which started in the summer of 1988, is being implemented by a PVO. The PVO will make grants to other qualified PVOs to provide rural assistance inside of Afghanistan. The project: (i) makes survival grants to provide for the basic needs, principally food, to Afghans; (ii) helps villages with reconstruction; (iii) provides emergency assistance to victims of natural disasters or military action; and (iv) makes grants to provide limited support to refugees who wish to return to Afghanistan from Pakistan. Some \$3.0 million has been obligated to date.

g. PL-480 grants of wheat began in FY 1986. Four shipments, totalling 103,000 MT, have been authorized to date. The wheat is turned over to the GOP which in turn releases the equivalent amounts of wheat (Peshawar) or flour (Quetta) from the GOP warehouse to the party authorities on a regular basis. The CEP logistics contractor witnesses the release of wheat and flour and provides regular accountability reports to the Mission on the supply and issuances.

h. Afghan Humanitarian Relief (AHR) Project (306-0206) is a program to implement A.I.D.'s participation in the U.S. Department of Defense Humanitarian Relief Program as it pertains to Afghanistan. It is in two parts: (a) donation of DOD surplus non-lethal commodities to the Afghans (Section 14545 of PL 99-145); and (b) funds for the transportation of humanitarian relief for Afghans refugees (Section 305 of PL 99-145, called the McCollum Amendment).

Section 305 funds are used to pay for: (1) USAF flights to transport to Pakistan for delivery to Afghanistan the DOD donated commodities, U.S. PVO-donated commodities and humanitarian goods purchased under other Mission activities; (2) purchase and transport cost of transportation assets, such as trucks and pack animals; (3) costs of moving war-wounded Afghans to and from the U.S. and third countries for pro bono medical treatment; and (4) costs of moving goods inside Afghanistan. A total of 59 flights by U.S. Air Force planes had been made through August 30, 1988. The CEP logistics contractor, together with Mission staff, meet each flight, check the unloaded commodities with the flight manifest, and arrange for delivery to appropriate places (usually the CEP contractor's warehouse) for later release to the PVOs or the Afghan Alliance.

3. Other Activities:

a. Animal Holding Facility (AHF): The CEP logistics contractor operates this facility about 10 miles outside Peshawar as a staging or holding area for the pack animals (only mules thus far) procured by the

CEP contractor to carry commodities into and within Afghanistan. The AHF staff also has trained about 900 Afghans to handle the mules at the same time it trained the mules.

b. Accountability and Monitoring: The CEP logistics contractor maintains complete records to account for all commodities from the time of procurement or delivery until turned over to designated groups. The CEP contractor also operates monitoring teams in Peshawar and Quetta to watch for possible diversion of commodities (CEP, PL-480 and DOD-donated) into the local markets. Monitoring teams have been sent into Afghanistan to verify that commodities are getting to the intended end-users.

The contractors for the other A.I.D. projects have their own monitoring teams which cross the border regularly to check on activities. These monitoring teams provide a steady stream of information about conditions inside Afghanistan.

c. Studies: A.I.D. has contracted with a U.S. firm to make a retrospective review of the U.S. assistance to Afghanistan, 1950 - 1979. The Swedish Committee, with A.I.D. financing, completed in May, 1988 its first "Agricultural Survey of Afghanistan" based on interviews with the heads of about 20,000 farm family households in Afghanistan and in the refugee camps in Pakistan. Other studies include assessments made in 1988 of four A.I.D. projects (CEP, health, education and agriculture) with the first two being completed as of August, 1988.

4. Road Conditions in Afghanistan:

According to a 1978 IBRD report, in 1975 Afghanistan had about 17,000 km. of roads, of which the all-weather type totalled 9,200 km. Only 2,560 km. of these were asphalt or concrete highways. The remaining roads were gravel, tracks and improved earth many of which were impassable for much of the year. The secondary and tertiary roads linking the rural provinces, small towns, villages and farms with the major highways were generally substandard to handle traffic at reasonable cost. There were no Afghan private road construction firms. Road construction work was done mainly by military conscripts under the direction of army officials.

Although little quantitative data is available on the condition of these roads, observations and reports from commercial transport drivers indicate serious damage to several sections of the paved road connecting Kandahar and Jalalabad with Kabul. The driving time from Torkham (Pakistan-Afghanistan border point) to Kabul is said to have increased to over eight hours from three to four hours. A number of damaged sections are believed to exist on the Kandahar-Herat link. As of June, 1988, the road north from Kabul was well-maintained and traffic was experiencing few delays.

Where damage has occurred on paved roadway sections, it is likely that the passage of military vehicles has stripped much of the surfacing and that subsequent loads during wet periods have led to heavy rutting. Some bridges and culverts are said to be out of service due to the activities of the resistance. In general, the road and bridge system in Afghanistan was poorly developed and maintained before the war. After years of further neglect, it is safe to say that the system will need early attention in order to facilitate the return of refugees and resumption of normal commerce.

5. Vehicle Maintenance:

No information is available about vehicle maintenance capabilities inside Afghanistan, but its likely to be very limited. Spare parts are probably almost non-existent and properly trained mechanics will be scarce.

In December, 1987, the Mission sponsored a study of the vehicle maintenance capabilities in the Peshawar area and the feasibility of a central vehicle maintenance center for CEP procured vehicles. The study concluded that the local repair facilities in Peshawar were quite inadequate. The eight facilities surveyed were poorly equipped, spare parts were largely unavailable, and no sheltered work areas used. Work was done on the street or in a back alley. A maximum of two trucks at a time could be repaired in any facility. Remanufactured spare parts were unreliable and without guarantees. The prices of spare parts were quite high reflecting, in part, the customs duty.

As a consequence, every trucking company in Peshawar had its own repair yard. Each of the seven major Afghan resistance parties has its own vehicle yard where they do their own maintenance but they lack an adequate supply of spare parts and skilled mechanics.

Although the vehicles donated to the parties by A.I.D. (204 pickups and 163 3.5 to 7 ton trucks) are of recent acquisition, many of them already need repair. The poor condition of the trucks is due to poorly trained operators, lack of preventive maintenance, shortage of skilled mechanics, and lack of dependable sources of spare parts.

6. Transport:

At the present time, people and commodities move from Pakistan into Afghanistan mainly near Peshawar and Quetta. Transportation is on the several hundred trucks owned by the seven Afghan parties and by privately owned vehicles (both Pakistani and Afghan). Estimates of the number of Afghan-owned vehicles registered (TRP - temporary registration plates) with the Pakistani Government range from 1800 to 2500 for the Peshawar region and from 45 to 270 for Baluchistan region. Several Pakistani trucking lines operate regularly between

Peshawar and Kabul. Mule caravans carry commodities into Afghanistan at places where vehicular movement is impossible.

Although one recent report estimated that there are about 20,000 trucks in Afghanistan, the reliability of this estimate is highly questionable. A 1987 document, probably produced by the Afghan Government, stated that in 1986-87, some 7.54 million tons of goods were transported by 12,290 vehicles (average of 613 tons per vehicle). Of this amount, 5.36 million tons were moved by 6,690 vehicles in the public sector (average of 801 tons per vehicle), while 2.18 million tons were moved by 5,600 vehicles in the private sector (average 389 tons per vehicle). This represented some 1.122 billion ton kilometers of cargo hauling. The document did not indicate whether this included military vehicles (Afghan or Soviet) for movement of military cargo.

A 1978 IBRD report stated that in 1975, 11,001 trucks were registered with the Afghan Government, with 7,747 of these being in the eastern region. The report stated that most of these trucks were small -- 71 percent had a load capacity of six tons or less -- and generally quite old.

7. Uncertainties:

Urgency and expediency often determine and influence actions under wartime conditions; crisis management is the norm rather than the exception. The signing in April, 1988 of the Geneva accords by Pakistan and Afghanistan together with agreements signed by the United States and the Soviet Union keyed the serious planning for repatriation and reconstruction activities. Anticipation of peace, therefore, has substantially altered the framework in which CBHA program has been implemented in the past.

The future implementation of the CBHA has to contend with such unusual uncertainties as: pace and location of reduced fighting; evolution of the seven resistance parties (the Alliance) into a more effective governing entity, and the movement toward a possible interim government; time needed for the existing Afghan regime to be superseded by a new representative government; level and conditions of economic assistance by the international community to possibly include the USSR; the level and type of refugee relocation and relief assistance that might be provided by the international organizations and bilateral donors; the rate with which the refugees return to their country; and the postwar conditions of the economy and environment of Afghanistan.

Therefore, the entire A.I.D. cross-border humanitarian assistance program requires flexibility in design and implementation with implementation mechanisms constantly evolving.

II. STATEMENT OF WORK

Afghan Construction and Logistics Contract

Component of the CEP

A. Purpose:

The overall purpose of this component is to support the movement of refugees back to their homes in Afghanistan along with the essential commodities to support them during the repatriation/initial reconstruction phase in order to foster an early return to normal commerce; to open/maintain those roads essential to this movement; and to build an Afghan capability to be responsible for these operations.

The contract has two specific purposes, with several activities to help achieve each purpose. The time period for achieving each of the two purposes is uncertain, but it is expected that the first purpose will not be fully achieved during the first year, but more likely will take two or more years.

The immediate purpose is operational and includes:

1. to open and maintain roads needed for the movement of people and goods into and within Afghanistan;
2. to move people and goods into and within Afghanistan; and
3. to maintain the fleet of vehicles used in 2 above, and, if feasible, vehicles previously donated to the Afghan parties.

The longer term and more important purpose is basic institution building:

1. to train Afghans in a variety of skills at various levels of organization (from the drivers and mechanics to top management) needed to eventually run the three operations noted above;
2. to plan for the eventual Afghan assumption of these responsibilities; and
3. to provide more conventional technical assistance to Afghan counterparts after they assume responsibilities for these operations.

B. Contractor's Responsibilities:

1. General: The Contractor will be responsible for running three separate but related operations (road reconstruction, vehicle maintenance, and transportation) and three supporting activities (training, planning for transition to assumption of operations by Afghans, and supporting technical assistance to counterparts after Afghans assume operations). Several studies and reports must be prepared by the Contractor during the first months before operations can begin. Any larger and longer range studies needed for the longer term planning might be made by the U.S. contractor implementing the CEP studies component.

2. Construction: The Contractor will hire the Afghans needed to operate the heavy construction and support equipment already bought, in the process of being bought or to be bought by the CEP logistics contractor after the Contractor mobilizes. At the present time, sufficient equipment is being or will be provided for two mobile, self-contained teams to work under the Contractor. The two teams with their equipment represent only a pilot effort to meet the most immediate, critical road repair work. Operations have begun with some staff recruited and trained and ancillary equipment being arranged for. The Contractor will assume control for these two units, incorporating them into its overall operation. More teams probably will be formed when funds, security and organizational efforts permit. Some Afghans have been trained by the Pakistanis on the use of the heavy equipment already bought. Some of the equipment is operational at present. These activities should reduce the start-up time of the Contractor's construction operations.

The teams will perform temporary repairs on the primary road system of Afghanistan, as well as make improvements on the secondary and tertiary roads as a second priority. Later the teams may be used for minor reconstruction efforts in the rural areas. Construction and rehabilitation of feeder roads and irrigation works may be given attention after the repatriation phase has ended.

Primary road system repairs will include grading, re-compaction and continued maintenance of roadbeds, sub-bases and base courses, possible placement of temporary bituminous seal coats and patches, shaping of ditches to insure positive drainage of all sections, and repair of damaged culverts and bridges. Where bridges have been destroyed or heavily damaged, Bailey bridges may be installed or temporary detour routes employing Irish crossings or metal culverts may be constructed.

In some of the more heavily populated valleys, it is possible that food demands will require large transport vehicles for which the road system is presently inadequate. Required rehabilitation will include straightening, widening and smoothing of existing roadways to permit passage.

Within 90 days after mobilization, the Contractor shall complete an initial conditions assessment of the primary road network inside Afghanistan. The network shall be considered to include, as a minimum, surfaced and un-surfaced roads on the circular route connecting Kabul, Kandahar, Herat, Mazar-i-Sharif and Balkh as well as the Peshawar-Kabul and Quetta-Kandahar links.

Only those sections of the network which are considered secure by the Alliance or free Afghan government at the time will be included in the initial assessment. Additional assessments shall be completed as quickly as sections of at least 200 km. length become secure.

Assessments shall be sufficiently detailed to permit the planning (including the setting of priorities) of temporary repair work and the rough estimation of costs for complete rehabilitation of surfacing, bridges and culverts. Assessments shall be structured, involving the design of data collection forms and training of field enumerators. A limited number of trained Afghan engineers may be available in Peshawar (some presently employed by the Afghan parties) who could assist with training and travel inside Afghanistan for purposes of managing the assessment. In making recommendations about priorities of work, the assessment will take into account the refugee situation -- where they are now and where they are likely to move to.

The Contractor will submit to the Mission for approval within 15 days after completion of the assessment a Work Plan for road repairs for a three-month period. The Work Plan will be based on the assessment, priorities and the equipment on hand. It will take into account the availability of labor in the work areas in planning whether to use a labor intensive or a equipment intensive approach. The Work Plan will be updated and approved quarterly.

To the extent feasible, the Contractor will use the services of the CEP logistics contractor in Pakistan for the procurement of additional equipment, spare parts, supplies and construction materials. However, the Contractor would prepare the specifications, quantities needed, etc. For operations within Afghanistan, the Contractor would directly buy on the local market the needed materials.

3. Maintenance: The Contractor shall plan, design, erect, equip, staff and operate facilities for the maintenance of transport vehicles and the road construction equipment. Initially, the Contractor will establish two maintenance facilities, one each in Peshawar and in Quetta. When conditions permit, the Contractor may be directed to establish maintenance centers in one or more places in Afghanistan. The facilities to be set up in Pakistan are to be moveable or mobile to the maximum extent possible (minimum of fixed facilities) so the facilities can be relocated into Afghanistan when they are no longer needed in Pakistan.

The two facilities will provide maintenance services for the following categories of vehicles in priority order:

- The vehicles (about 75 initially) being used in the Contractor's transportation operations;
- The heavy construction equipment being used in the Contractor's maintenance operations;
- The vehicles (about 204 pickups and 163 seven-ton trucks to date) donated by A.I.D. to the Afghan parties;
- The vehicles owned or operated by other donors to the Afghan relief program, but only to the extent that the facilities are not fully occupied with maintaining vehicles in the higher priority categories. This maintenance would be on a cost-reimbursement basis.

All centers will be equipped for preventative (first echelon) and ordinary (second echelon) maintenance. One or two centers should have a capability for removing and installing major components (third echelon). Engine and drive-train overhaul will be omitted initially because most vehicles will be relatively new and extra spare assemblies are planned to be stocked.

If possible, the maintenance facility in Peshawar should share its facilities with the Contractor's headquarters unit and the repair shop for the road construction equipment. The latter should be able to handle third echelon maintenance of the road construction equipment. Its organization and staffing may or may not be separate from the maintenance center if the two should be situated together.

All facilities should be partially covered, provided with necessary utilities and designed for safe operation. They should include secure storage rooms for spare parts and material, service/repair areas of appropriate size, tools and

equipment as well as secure compounds for storage of vehicles, fuel and lubricants.

Within 90 days after contract mobilization, the Contractor shall submit to the Mission for approval an overall maintenance plan for the vehicles and equipment described above and plans for the initial two centers including:

- proposed site locations;
- model layouts showing work areas, parts storage, etc.;
- specifications for buildings or other recommended shelters;
- pavement and utility plans, including electric generators;
- specifications for all tools and equipment needed for the centers;
- procurement and erection cost estimates and schedules;
- organizational and staffing plans for each center; and
- an initial annual operating budget for each center.

In considering mechanisms to satisfy the maintenance requirement, the Contractor will be cognizant of the plans of UNILOG, the planned U.N. transport element, and such arrangements leading to economies for both the U.S.G. and the U.N. with respect to provision of maintenance. It is conceivable, therefore, that the need for the direct operation of maintenance facilities by the Contractor as described above may be obviated by events or negotiations after the start of work.

4. Transport Operations: The Contractor shall hire the Afghan staff and operate the fleet of vehicles (trucks, trailers and wagons) being financed by A.I.D. The fleet initially shall consist of about 75 Hino 7-ton trucks already bought, plus about 50 trailers or wagons to be procured in the near future for use with the trucks.

The purpose of these vehicles and wagons will be to move large cargos from Peshawar and Quetta over the primary road network to regional distribution centers inside Afghanistan. Vehicles moving from Quetta serving the southern provinces over relatively level terrain will have somewhat different requirements than those travelling from Peshawar up the Kabul gorge and northward where driving will be most mountainous.

At the present time, the seven Afghan parties are responsible for moving the U.S.G. commodities into Afghanistan. Each of the seven parties, upon receipt of notification of release of its pro rata share of commodities, sends its trucks to the appropriate warehouse for loading. The party is responsible for deciding the destination of the commodities, moving the commodities over the border, storing the commodities at its destination, and distributing the commodities to the end-users.

Details concerning the future role of the parties and the Alliance in the movement and use of the commodities have not yet been worked out. The Contractor's initial transport operations plan will address such questions as:

- What will be the role of the parties in this transition period? What will be the relationship of the Contractor to the parties and the Alliance?
- Who will decide what commodities should go where?
- Who will receive, store and distribute the commodities to the end-users at the destination?
- Will there be difficulties with local commanders as trucks move through their areas?
- What arrangements will be needed with Government of Pakistan for border crossings?
- Who will provide security for the truck movements within Afghanistan?

As soon as security conditions and U.S. Government policy permit, the Contractor will submit a new transportation operations plan concerning establishment of dispatch offices in each CEP logistics contractor's supply depot within Afghanistan. These offices would be appropriately staffed and supervised. Radio communications would be needed for all dispatch offices and the Contractor's headquarters.

In addition to moving refugees and their belongings (including food and other commodities to help resume self-sustaining lives such as clothing, shelter materials, supplies, breeding stock, seeds, etc.), the Contractor shall move such commodities as:

- CEP commodities which are delivered by Pakastani suppliers to the CEP logistics contractor's warehouses in Peshawar and Quetta;

- PL-480 wheat which presently is delivered to the Government of Pakistan which in turn provides an equivalent amount of wheat (Peshawar) or flour (Quetta) for pick up by the parties' trucks for movement into Afghanistan.

- U.S. DOD-donated commodities which now go directly from USAF aircraft, which currently land at Islamabad, to the CEP logistics contractor's warehouses for eventual delivery to the Afghan entities.

The major requirement for transport — the repatriation and support of refugees — cannot be described with accuracy at this time. It is assumed that the U.N. will take the lead planning and operational roles. U.S. operations will likely be supportive and complementary to the U.N.

Large transport vehicles may be dispatched from refugee camps and depots near Peshawar and Quetta to deliver people and commodities to regional distribution points inside Afghanistan. These depots will be located along the primary road networks. Trucks without trailers (wagons) might be assigned to haul on mountainous routes (e.g., Peshwar-Kabul and northward) and a fewer number with trailers could haul over relatively level routes (e.g., Kandahar-Helmand-Herat).

The smaller, four-wheel drive trucks (Toyota and Hino) supplied earlier to the Afghan political parties might be used by the parties or regional authorities for deliveries from the regional distribution centers to final destinations in the more remote areas.

For some of the eastern provinces, it may be appropriate to use smaller trucks for transport directly to the end destinations inside Afghanistan, by-passing the primary road network. This might be accomplished through deliveries to border locations such as Chitral, Bajawar, Miramshah and Terimangal with subsequent transfer to pack animals. Depending on road conditions at the time, it may even be possible to dispatch trucks from Miramshah and other locations at least part of the way to final destinations.

Within 60 days after mobilization, the Contractor shall submit to the Mission for approval a transport operations plan. This plan is to be based on an assumption of impending or continued large-scale movements of refugees toward their homes in Afghanistan. The plan shall take into account security conditions, warehouse supply levels and transport vehicle availability (including vehicles of other donors) likely to prevail in the coming quarter, as well as the locations of

depots and maintenance centers coming into operation during that time period. The plan shall be updated and submitted for approval every three months.

5. Training: Each of the three operations will need considerable training. The needs will depend on the size of each operation and the skills already possessed by those to be employed. The training will be both classroom and on-the-job with the mix determined by the needs of each group of trainees and the most effective way of providing the training.

Within 60 days after mobilization, the Contractor will submit three training plans -- one for each of its three operations. Much of the training should be provided by its long-term expatriate personnel, but this may be supplemented by short-term training consultants (Americans, third country, Pakistani or Afghans) as needed. The Contractor shall use a short-term consultant to prepare the training plans, obtain or prepare the training materials, and perhaps organize the initial training courses.

The plans shall include management training as appropriate to prepare Afghans to assume responsibilities for the three operations.

Training for maintenance personnel shall not be limited to those people working in the maintenance centers operated by the Contractor, but may include mechanics working for the Afghan entities and other organizations involved with the repatriation, relief and reconstruction efforts. Training provided to other donors will be on a cost reimbursement basis

6. Afghan Organizational Planning: The Contractor's three operations, ran by Americans under an A.I.D. contractor, represent a temporary solution to an immediate problem. The operations are to evolve into Afghan organizations or activities in some form at the earliest feasible date.

Therefore, the Contractor is to work toward this goal in its hiring and training of personnel, in giving increasing responsibilities to Afghans, and in the way it organizes and conducts its operations. At some point in the future, the Contractor will be instructed to prepare plans to turn over one or more operations to the Afghans. Such planning might be for all operations together or for one or two operations at a time. Both the timing and the form that each operation might take must be tailored to the situation for each operation.

Two of the three operations -- maintenance and transportation -- might terminate as the need for donor sponsorship ends and

is replaced by Afghan private sector operations. This could take some time. Another possibility is that entities of a new government might have small maintenance and transportation capabilities of their own. The Afghan construction units might become the basis for a central or decentralized government rural works, public works or road organization.

7. Technical Assistance: Initially, technical assistance in the usual sense may not be provided as the Contractor will be actually running the operations rather than advising counterparts. At such time as one or more of the operations are turned over to Afghan authorities, the Contractor's role will change into a more conventional advisory one to designated Afghan counterparts. The contract would be amended at that time to reflect this change.

8. Functions and Coordination by Headquarters Unit: Certain functions of the three operations will be centralized in the Contractor's headquarters unit. These include establishment and operation of a personnel system, financial management, and liaison with the Mission, Afghan and Pakistani authorities. The headquarters unit will install a radio system for direct communications with its field operations.

C. Level of Effort

1. Construction: The quantities of work or the mix of the tasks to be performed over the life of the contract -- the kilometers of roads to be repaired, the number of bridges to be repaired or replaced, or the number of places where roads need to be opened -- cannot be accurately estimated at this time. The Contractor will operate the heavy equipment in the form of two construction teams to perform priority tasks in the approved work plan based on its Conditions Assessment.

2. Maintenance: The Contractor will initially establish and operate two maintenance centers to provide maintenance services for those categories of vehicles described in Section B.3.

3. Transportation: The Contractor will operate a fleet of approximately 75 trucks to move people and commodities into and within Afghanistan according to the approved transport operations plan, as updated.

D. Specific Duties and Qualifications of Field Staff:

1. Expatriates - long-term: A critical qualification for all positions is a "can do" spirit or attitude due to the

difficult and changing environment in which people will be working. Ad hoc problem solving has been and will be the norm rather than the exception. These positions are not for the "8-to-5, routine-oriented" person. The project requires people who are "self-starters," who have initiative, and who can work without close supervision in stressful situations. Teamwork, flexibility, and results-oriented attitudes are also needed for all positions. Cultural sensitivity and ability to establish good rapport with people of a war devastated country are critical. Prior experience that demonstrates these attitudes and performance in stressful, unusual situations should be described in the qualifications of candidates.

The level of detail that is normally provided is not yet available and must be provided by the Contractor. Alertness to changes in the work environment, on-going analysis of needs and operations, revisions in plans, and reporting on these matters will be major responsibilities of the field team. Therefore, considerable writing, planning and analytical skills must exist in the team.

a. Chief of Party (COP):

Duties:

1. Is responsible for overall field implementation of the contract. All contractor expatriate personnel in the field are responsible to the COP.
2. Ensures the establishment, maintenance and operation of all physical facilities assigned to the Contractor to implement the contractual tasks.
3. Serves as liaison with the GOP, Afghan officials and the A.I.D. Mission.
4. Is responsible for complete and timely reporting, including the preparation of implementation plans and budgets.
5. Is responsible for end-use monitoring activities.
6. Serves as senior advisor to designated counterparts when Afghan operating organizations are established.

Qualifications:

1. Experience as a leader or manager of field operations in a developing country for at least 10 years.

2. Experience in either road or rural works construction or transportation in developing countries for at least 10 years.
3. Experience in planning and organizing operations in developing countries.
4. Strong writing and communications skills.
5. Education to M.S. degree level desired in either engineering or transportation, but extensive work experience may substitute for graduate level training.
6. Must be a U.S. national.

b. Administrative/Financial Officer:

Duties:

1. Handles all financial matters of Contractor's field operations, including banking, accounting, budgeting and preparation of vouchers.
2. Establishes and operates the Contractor's bank accounts in Pakistan (Afghanistan).
3. Establishes and maintains a personnel system in all three operations.
4. Ensures that all Contractor's offices have adequate office space, equipment, supplies, etc. as needed for operations.
5. Supervises the field's administrative and accounting staff.
6. Serves as acting COP when necessary.

Qualifications:

1. A minimum of ten years experience in administrative and financial operations, including at least five years in developing countries.
2. At least five years supervisory experience, with a minimum of three years in a developing country.
3. Prior responsibility for handling large amounts of cash and financial documents.

4. Education to at least a B.S. level desired, preferably in accounting, finance or a related field.

5. Must be a U.S. national.

c. Civil Engineer:

Duties:

1. Supervises the operations of the construction teams.

2. Selects the local personnel to be hired for the construction teams.

3. Is responsible for safeguarding, maintaining and using properly all equipment assigned to the construction teams.

4. Conducts or arranges for others to conduct the classroom and on-the-job training needed by the local personnel under his supervision.

5. Prepares the Conditions Assessment of the Afghan primary road system, including the planning and scheduling of road repair work.

6. Coordinates the scheduling of work with the Mission and other donors as directed.

Qualifications:

1. Experience as a field civil engineer in developing countries for at least seven years.

2. Experience with both heavy construction machinery and labor-intensive methods for construction of roads.

3. A minimum of five years supervisory experience in developing countries.

4. Demonstrated planning and communications skills required.

5. Language aptitude helpful, but not essential.

6. Education to the B.S. degree level in civil engineering and registration as a professional engineer.

d. Maintenance Expert:

Duties:

1. Supervises the establishment and operation of the maintenance centers (Peshawar and Quetta initially).
2. Plans the maintenance operations, including the continuing provision of adequate supplies of spare parts.
3. Trains or arranges the training of mechanics and other personnel under his supervision.

Qualifications:

1. A minimum of ten years experience in maintenance operations, including at least three years in developing countries.
2. At least three years supervisory and management experience.
3. Strong technical knowledge of vehicle and construction equipment maintenance.
4. Some training experience, preferably in developing countries.
5. Education to a B.S. level in a technical field is preferred, but strong work experience can substitute.

e. Transportation Coordinator:

Duties:

1. Supervises the operation in Pakistan and Afghanistan of the fleet of trucks provided to the Contractor.
2. Trains or arranges for the training of the drivers and other local personnel working under his supervision.
3. Plans the operations and ensures the timely dispatch of vehicles carrying refugees and emergency supplies (primarily CEP commodities and, as needed, PL-480 wheat and flour) from Peshawar, Quetta and possibly other points into Afghanistan.

4. Advises the COP and the Mission on the system capabilities and needs for additional resources.

5. Ensures driver discipline and morale, the fulfillment of maintenance schedules and safe, efficient operation of vehicles.

Qualifications:

1. A minimum of ten years experience in positions of similar responsibilities, with at least three years in developing countries,

2. Education to a B.S. degree level in an appropriate field.

2. Expatriates - short-term: In addition to the the specific specialists described below, other short term specialists will be needed from time to time during the life of the project, for example, one or more to teach some of the training courses.

a. Training Advisor: Would prepare the three training plans and the training materials (3-4 months), perhaps teach some of the initial training programs, plus make follow-up trips to evaluate and refine training programs (2-3 months). Qualifications would include considerable experience in developing countries in preparation of training programs, especially in the three operations areas and management.

b. Maintenance Center Planning Expert: He would prepare the plans for the two maintenance centers as described in B.3. above. Qualifications would include considerable experience in the planning and/or operations of maintenance centers, with some experience in developing countries.

c. Civil Engineer - Roads: He would conduct an initial Conditions Assessment of the primary road network inside Afghanistan. Only those sections of the network which are considered secure by the Alliance or free Afghan government at the time shall be included. Since U.S. Government policy prohibits U.S. direct hires or contractor American personnel from entering Afghanistan at this time, the Assessment will have to draw upon secondary information. One of the Contractor's early tasks would be to submit to the Mission for approval its plan to conduct this Assessment. Qualifications would include extensive experience with road design and construction in developing countries.

d. Transportation Operations Planner: Would prepare

the transportation operations plan described in B.4 above. Qualifications would include extensive experience with fleet truck operations, with some experience in developing countries.

3. Local Staff: The Contractor will establish a personnel system, recruit, interview and hire the local staff (primarily Afghans) needed to carry out its operations. The seven Afghan parties and the Alliance undoubtedly will propose candidates for various positions. While this should be an excellent source, the Contractor is not required to accept candidates only on the basis of their nomination by the parties or Alliance. Since the Contractor is responsible for the results of its operations, the Contractor is free to select its employees. However, sensitivity to party, ethnic and tribal considerations will be essential in assembling teams that will work together with the essential degree of harmony.

The Offerors will include in their proposals lists of local personnel by position and equivalent "Foreign Service National" grade used by USAID/Pakistan. These lists will necessarily be illustrative since the Contractor may absorb portions of existing organizations and because it may be necessary to evolve new salary scales appropriate for Afghans.

a. Construction: The local staff shall include a general superintendent, equipment maintenance supervisor, operators, mechanics, welders and various support personnel needed to operate the heavy equipment as two separate teams.

b. Maintenance: The local staff shall include a sufficient number of managers, shop foremen, parts specialists, mechanics, automotive electricians and other skills needed to operate two maintenance centers.

c. Transportation: The local staff shall include sufficient numbers of dispatchers, clerks, managers and drivers (suggested three drivers for two vehicles) to operate the fleet of trucks out of two dispatch centers.

d. Headquarters Unit: The local staff shall include accountants, a personnel clerk, a cashier, secretaries and other office support personnel. Some of these people might be Pakistani citizens, but the majority should be Afghans so the Contractor would be able to move into Afghanistan with a minimum of disruptions when the situation permits.

E. Geographic Locations:

1. The United States: The Contractor's home office in the United States would provide the usual support services for its

overseas long term staff and provide qualified short-term personnel as needed. If there should be participant training in the United States (none is anticipated at this time), the home office would make all arrangements and provide the needed logistical support for the participants.

2. Pakistan: The Contractor's field headquarters shall be based in Peshawar along with the main office for the construction operations, one maintenance center and one transportation dispatch center. All expatriates will be based here, but will travel extensively in Pakistan (and later in Afghanistan). The Contractor shall have in Quetta one maintenance center and one transportation dispatch center. One of the construction teams might be based in Quetta also, but this cannot be determined until the road Conditions Assessment is completed. Training probably will be conducted at both places, but a final decision on training sites must await the completion of the training plans.

3. Afghanistan: At the present time, U.S. Government policy prohibits entry into Afghanistan by American direct hire employees or by U.S. nationals or green card holders financed by the U.S. Government. This policy is expected to change as security conditions improve inside Afghanistan. Eventually, the Contractor will be expected to establish operations at widely separated locations inside Afghanistan, including the field headquarters, transport dispatch centers, maintenance centers and road construction headquarters.

F. Reports and Work Plans:

1. Work Plans: The Contractor will be required to submit several work plans and operations planning documents during the first three months after mobilization. These are described in some detail elsewhere in this RFP and are listed below. Some of these plans will have to be updated or supplemented as circumstances permit, e.g., the road Conditions Assessment would be expanded each time significant additional kilometers of road become secure. The plans:

- (1) training plans for each of the three operations;
- (2) road Conditions Assessment;
- (3) road repair work plan;
- (4) maintenance centers layout and construction plans;

- (5) maintenance centers operations plans; and a
- (6) transport operations plan.

2. Periodic Reports: The Contractor shall submit the following regular reports:

- (1) monthly operations report: A brief report within ten days after the end of each month which describes the operational accomplishments during the month.
- (2) Quarterly progress report: This report, due within 15 days after the end of each quarter, shall describe the major events of the quarter, staffing information, financial data and accomplishments on both a quarter and cumulative basis, plans for the following quarter, issues and constraints affecting implementation, recommendations for improved implementation, and other reasonable information the Mission may request.
- (3) Semi-annual implementation schedule: The Contractor shall submit this schedule with its first quarterly progress report. This schedule shall list the major activities needed to accomplish the purposes of the three operations. Two time lines shall be included for each of the three operations: one to show periods of planned implementation for the following six months and one showing the actual times of implementation as they occurred. The schedule shall be updated semi-annually.
- (4) Final Report: Within 60 days after termination of field operations, the Contractor shall submit to the Mission a comprehensive final report that summarizes events over the life of the contract, with statistical data concerning accomplishments and finances.
- (5) Ad hoc reports and studies: From time to time, the Mission may request ad hoc reports, special studies, assessments or plans. Use of short-term consultants or home office staff personnel may be necessary to respond to some of these special requests.

G. Logistical Support:

The Contractor shall be responsible for locating adequate physical facilities for in-country operations, including contracting for construction of buildings, if needed. If

leasing should be needed, the Contractor will identify suitable land or buildings and request USAID/Pakistan GSO to lease on behalf of the Contractor.

The Contractor will procure directly, or arrange for the procurement by the CEP logistics contractor, the necessary vehicles, office equipment, machinery, supplies, etc. The USAID/Pakistan GSO will provide for the needed office furniture. The Contractor will be responsible for the operations and maintenance of its vehicles.

GSO will provide for housing and utilities in Peshawar for the Contractor's expatriate personnel.

All U.S. citizens under the contract will receive the standard entitlements and services in accordance with the U.S. Embassy and USAID/Pakistan policies as well as the terms and conditions set forth in the U.S. Government bilateral agreement with the GOP. Services and entitlements for third country personnel will be negotiated separately.

Services currently available for the Contractor's U.S. citizens include the following:

- (1) use of U.S. Embassy medical facilities in Islamabad, including services of a physician, nurse and health room, for immunization, diagnostic examinations, advice and emergency treatment, subject to the provisions of Clause 752-7029 entitled "Post Privileges (April, 11, 1984)";
- (2) use of State Department diplomatic pouch facilities for official and first class mail only; and
- (3) membership in the United States Government Employees Association (USGEA), commissary and recreation facilities, subject to the rules of the Association.

H. Other Information:

1. A.I.D. Approvals: A.I.D. approval will be needed for assignment of all long- and short-term expatriate personnel. The Mission will also approve all professional local national positions. Travel to and from Pakistan by the Contractor's personnel must be approved by the Mission. Various plans and schedules must be approved by the Mission prior to contracting or implementation.

2. Contract and Period: The contract will be a cost-plus-fixed fee contract for a three-year period, with two one-year options which must be priced in the proposal. The contract will be incrementally funded, with funds provided through contract amendments. The Contractor will pay all direct costs of its expatriate staff, its home office operating costs, and local operating costs of its expatriate and headquarters local staff with its own funds and be reimbursed monthly by A.I.D. The Contractor shall pay the salaries and operating costs of its three operations, including procurement of additional commodities and equipment, with dollar and local cost advances provided by A.I.D.

3. Relationships: The contract will be with the Office of the A.I.D. Representative for Afghanistan Affairs now situated in Islamabad. Since the Mission does not yet have the full staff of a USAID, certain support services are provided by USAID/Pakistan; e.g., financial transactions are processed by the USAID Financial Management Office, logistical support is provided by USAID GSO. Technical directions to the Contractor will be provided by the Mission's designated project officer while contractual matters will be handled by the Contracting Officer.

Implementation of the activities called for under this contract may be done in close coordination with elements of the Government of Pakistan (GOP). Occasionally there will be active technical collaboration with the GOP.

4. Pre-Proposal Conference: The Mission will hold a pre-proposal conference in Islamabad and Peshawar for representatives from interested potential Offerors. The dates and instructions for interested attendees are provided in the covering letter to the RFP. The purpose of the conference is to enable interested persons to visit the existing facilities, ask questions of key people, and in general to gain a better understanding of the environment in which the contract will be implemented. Attendance by the expected nominee for Chief of Party would be desirable. Attendance will be at the expense of the Offeror. The Mission will arrange transportation from Islamabad to Peshawar and return (overnight in Peshawar) for interested attendees. Attendance is not mandatory but encouraged.

- Attachment B

Cost Estimate
(dols 000)

Expatriate Staff:

Long-term expatriate personnel
(5 people x 3 years x dols 200,000/year
all inclusive): 3,000

Short-term expatriate personnel
(dols 20,000 per month for training
advisor (6 mo.), maintenance center
planner (3 mo.), civil engineer for
roads (6 mo.), transportation operations
planner (3 mo.), and misc, unspecified
(7 mo.) 500

Home office coordinator (1 person x 1 mo./year
x 3 years x dols 13,000/mo. rounded to) 40

- Total Expatriate Staff 3,540

Operations

Headquarters local staff 200

Construction: 3,000

- Local staff salaries 1,090
- POL 480
- Construction materials 1,430

Maintenance centers 655

- Local staff salaries 615
- Erection of centers 40

Transportation 3,605

- Local staff salaries 2,040
- POL 1,565

- Total Operations Costs 7,460

Procurement

Wagons (trailors) 50 units 750

Construction equipment 2,535

Spare parts 4,295

- Operations Trucks (75) 1,400
- Construction equipment 1,600
- Trucks (given to parties) 1,295

Maintenance centers (tools, etc.)	420
- Total Procurement	8,000
- Grand Total	19,000

Attachment C - Evaluation Criteria

The evaluation of the technical proposals will be based on the following criteria. Although prior experience in Afghanistan is not required by either the Offeror or specific personnel nominated in the proposal, obviously prior experience in Afghanistan is highly desirable.

1. Overall quality of proposal: 10 points

This will be judged on the basis of the general responsiveness and clarity of the proposal; evidence of good understanding of the breadth and complexity of the scope of work; and the balance and overall competence and experience of the proposed personnel.

2. Experience of Offeror: 25 points

Road Construction (10 points): This includes prior experience in developing countries in repairing, maintaining and building rural roads.

Vehicle Maintenance (5 points): This is the prior experience in planning, establishing and operating vehicle maintenance facilities in developing countries.

Transportation (5 points): This is the prior experience in operating vehicular transport services in developing countries.

Training (5 points): This is prior experience in planning, setting up and conducting training programs in developing countries.

3. Home Office Support Capability 10 points

This includes the capability of the home office staff involved with support of personnel overseas, their experience and qualifications, the communications system available to the Offeror as well as the personnel and administrative policies and practices for short-term personnel working overseas.

4. Expatriate Field Personnel 45 points

Chief of Party (15 points): Up to 10 points will be for prior experience in developing countries in related work and for experience in senior administrative/managerial roles. Up to 5 points will be for education.

Administrative/Financial Officer (10 points): Up to 5 points will be for prior experience, including in supervisory positions, in developing countries and up to 5 points for education.

Civil Engineer (10 points): Up to 8 points will be for prior experience in developing countries, especially on road work.

Maintenance Supervisor (5 points): These points will be awarded on basis of prior experience, especially for experience in developing countries.

Transportation Coordinator (5 points): These points will be awarded on basis of prior experience, especially for experience in developing countries.

5. Short-Term Personnel 10 points

These points will be awarded on the basis of the qualifications of the three short-term specialists described in the statement of work and others that the Offeror might plan to use in implementation of the contract.



