



# Technical Assistance Consultant's Report

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Project Number: 4828-AFG  
December 2008

## Islamic Republic of Afghanistan: Preparing the Road Rehabilitation & Capacity Building Cluster (MPW Capacity Building Component)

Prepared by

INTERCONTINENTAL CONSULTANTS & TECHNOCRATS PVT. LTD.  
INDIA

For

Ministry of Public Works  
Islamic Republic of Afghanistan

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**Asian Development Bank**

## EXECUTIVE SUMMARY

### **E-1 Introduction**

The Consulting Services for ADB Technical Assistance ‘Preparing the Road Rehabilitation and Capacity Building Cluster (MPW Component)’ under TA 4828 - AFG was awarded to Intercontinental Consultants and Technocrats (ICT) Pvt. Ltd., India by Asian Development Bank (ADB). The Contract Agreement between ADB and ICT Pvt. Ltd., India (Consultant) was signed on 13<sup>th</sup> April 2007 under Contract No: COS1/70-076. Accordingly to the contract, the date of commencement of services is 5<sup>th</sup> May 2007 and the date of completion is 4<sup>th</sup> May 2008. The actual date of commencement of services was May 19, 2008. The completion date of the contract was later extended to August 31, 2008.

The objective of the Technical Assistance (TA) is to strengthen the skills of project management and procurement of the Ministry of Public Works (MPW), Afghanistan and improve the curriculum in the Road Construction Department of Kabul Polytechnic University, so as to establish a virtuous cycle of producing and training skilled engineers.

In accordance with Contract Agreement, this Final Report has been prepared for the services carried out from commencement till completion in August 2008.

### **E-2 The Final Report comprises following Chapters:**

1. Project Background
2. Project Objectives and Scope of Work
3. Implementation
4. Training
5. Procurement of Computer Facilities
6. Reports
7. Constraints
8. Conclusions and Recommendations

These are briefly summarized in the following paragraphs:

### **E-3 The chapter on ‘Project Background’ gives details about the Technical Assistance and covers following aspects:**

#### **(i) Position of Road Sector in Afghanistan**

Road transport is the most important system of transportation in Afghanistan. The Ministry of Public Works (MPW), Afghanistan is responsible for developing, operating and maintaining the regional roads, national highways and provincial roads network, totaling to 3,242 km, 4,884 km and 9,656 km respectively. Much of this road infrastructure was destroyed or severely damaged during more than two decades of conflict. Lack of resources and capacity prevented maintenance, and led to major deterioration and loss of infrastructure. Since 2002, massive efforts have been made, with external assistance to re-establish the road network.

Over the course of the conflict, the Government Ministries lost the majority of their trained staff. Although, MPW has improved its capacity to implement large scale road rehabilitation projects mostly by aid agencies, the need still exists to systematically build the capacity of MPW to carry out its core function of

sustainable planning, designing, procuring, managing and implementing road improvement investments.

**(ii) Capacity Building Efforts**

Aid agencies like USAID, ADB, WB, JICA, ARDS and SIDA, have made several efforts to strengthen the capacity of MPW. The assistance so far has been provided mainly to meet the immediate needs for project implementation, with little regard to long-term sustainability of these efforts.

Only two agencies, namely, USAID and ADB can be considered as having undertaken projects with the specific objective of strengthening the capacity of road sector institutions in Afghanistan on a long term and sustainable basis.

Several capacity building efforts have been provided to MPW till date. However, MPW should also be properly equipped with skills for road project management and of project procurement including land acquisition and social resettlement and environmental impact assessment.

The component of capacity building under ADB TA-4828-AFG has the main objectives of strengthening the capacity of MPW in procurement and project management, developing project management manuals (including land acquisition and resettlement and environmental impact assessment for road sector projects) and developing and implementing programs and training courses.

**E-4 The Chapter on ‘Project objectives and scope of work’ covered the objectives of the technical assistance. Besides, key program and the scope of work have also been described therein. These are briefly outlined as under:**

**(i) Project Objectives**

The objective envisaged under ADB TA 4828-AFG are the following aspect:

- (a) Strengthen the capacity of MPW in project management and procurement by establishing a project management unit in MPW; develop project management manuals (including handbook for land acquisition and resettlement and environmental impact assessment for road sector projects) and develop and implement programs and training courses for developing human resources.
- (b) Act as advisor to MPW during the TA period and provide day-to-day guidance for project management and process of procurement.
- (c) Strengthen the curriculum of the road construction department of Kabul Polytechnic University (KPU) for project management and procurement, including social resettlement and environmental impact assessment; and

**(ii) Scope of Work**

The broad scope the T.A. for capacity building of MPW Component, namely covers:

- (i) Develop curricula for project management and procurement, including social, resettlement, and environmental impact assessment, for the road construction department of KPU;
- (ii) Develop training courses for project management and procurement to be provided under the MPW retraining scheme;
- (iii) Upgrade computer equipment in the project management and procurement unit of MPW;
- (iv) Develop curricula synopses, operation manuals, handbooks and training manuals for project management and procurement;

- (v) Provide overseas training for faculty members of the road construction department of KPU and MPW staff as required;
- (vi) Provide local training through the MPW retraining scheme for MPW staff and selected engineers from local construction companies; and
- (vii) Provide guidance and advice to the day-to-day operation of the project management and procurement unit of MPW.

The ADB extended services of the International Procurement Specialist until 12<sup>th</sup> August 2008. The scope of work includes Procurement, Contract Administration, Overseas Training and Expected Outcomes.

**(iii) Stakeholders**

MPW is responsible for development of roads in Afghanistan and are responsible for procurement, contract administration and implementation. The MPW is the main stakeholder for this TA.

Alongside MPW, Road Construction Department (RCD) of Kabul Polytechnic University (KPU) has been identified as the second key player to be actively involved in the capacity building efforts for project management and procurement. The system of these two organizations working together, would enhance the sustainability of MPW capacity-building efforts.

**E-5 The chapter on ‘Implementation’ covers commencement, mobilization, general approach and methodology and achievements attained during the TA services. These are briefly outlined as under:**

**(i) Commencement**

The project work was commenced with the mobilisation of the following two international consultant of the project team at Kabul, Afghanistan on 19<sup>th</sup> May 2007.

1. Mr. Eufemio E. Nilles, Project Management Specialist-cum-Team Leader.
2. Dr. S.K. Singh, Land Acquisition and Resettlement Specialist.

Mr. B. R. Suri, International Procurement Specialist joined on 02 August 2007.

**(ii) Mobilization**

**A) International Experts**

*(a) Project Management Specialist (PMS)*

Project Management Specialist was mobilized at site from 19<sup>th</sup> May 2007 to 30<sup>th</sup> June 2007 including home office input from 21<sup>st</sup> June to 30<sup>th</sup> June 2007, when he resigned from the company, citing personal reasons. The Consultant submitted request for replacement by different experienced personnel, but they were not found suitable for the position. Ultimately, ADB suspended the Project Management Specialist from the TA. Mr Nilles provided services for 1.43 man-months only and was responsible for setting of office, collection of road sector data, meetings with KPU faculty members and reviewing the curriculum of the road construction department of KPU, holding tripartite meeting with ADB, MPW and consultants and preparing including finalization of Inception Report of the TA project.

*(b) Procurement Specialist (PS)*

The Procurement Specialist, Mr. B.R. Suri could not be mobilized immediately due to spinal injury during his assignment in Mozambique and a replacement was requested but no decision was conveyed by ADB. The Specialist named in the Contract, joined in first week of August 2007 when

he had recovered. In the Contract, his input is envisaged as 12 months till the completion of the TA in May 2008. Because of his delayed joining, the ADB extended the Services of International Procurement Specialist along with revised Terms Of Reference outlining the details of the remaining activities of the TA to be undertaken by him until 12 August 2008. This included, in addition to local training, overseas training and Procurement, the Contract Administration of one World Bank project and all on-going ADB projects.

*(c) Land Acquisition and Resettlement Specialist (LARS)*

Dr. S.K. Singh, Land Acquisition and Resettlement Specialist named in Contract was mobilized from 19<sup>th</sup> May 2007 to 9<sup>th</sup> August 2007. He provided requisite input of 2 months. He conducted class room training to four nominated candidates including reviewing land acquisition act. He prepared curriculum on social, resettlement and land acquisition for KPU.

*(d) Environmental Specialist (ES)*

Mr. Zhang Defa, the Environment Specialist named in Contract did not join even after persuasions citing law and order situation in Afghanistan. In view of the delays, ADB decided that the Environmental Specialist needs not to be mobilized.

**B) Domestic Consultant**

*(a) Project Management Specialist*

Project Management Specialist Mr. Fazal Rahim was mobilised at site on June 6, 2007. He worked up to June 15, 2008 providing assistance to Project Management Specialist and Procurement Specialist.

*(b) Procurement Specialist*

Procurement Specialist Mr. Nabiullah was mobilized at site on July 7, 2007. He worked up to August 12, 2008 providing all assistance in conducting class room training, translating the training material in Dari, preparation of Monthly Progress Report and organizing various meetings and assisting in conducting of overseas training, etc.

**(iii) General Approach and Methodology**

The Technical Assistance is aimed at capacity building of MPW and KPU. It is therefore, imperative that the existing capacities of the organization are properly assessed and a strategy is evolved to upgrade the required skills to the desired level. It is also essential that the new skills should be so imparted that these are easily understood and can be easily applied in actual work by the trainees. With a view to achieving these desired attributes, following broad methodology has been adopted for implementation of the Technical Assistance:

**(a) Meetings:**

Meetings were held with various agencies namely ADB, MPW and KPU for working out implementation strategy of the T.A and for eliciting desired information.

**(b) Interviews:**

Interviews with trainees were held to evaluate the levels of their competence, both before training and after training.

**(c) Studies:**

Various information, documents, replies to questionnaire were collected. These were discussed and studied. Required information, reports and manuals and documents were prepared.

**(d) Other Assistance provided to MPW:**

This covers services carried out by the Consultant other than training.

**(e) Training:**

The consultant planned and implemented the training programs for the MPW engineers and to the KPU faculty members. Details are furnished in Chapter 4.

**(f) Procurement of Computer facilities:**

Procurement and providing computer facilities to MPW has been detailed in Chapter-5.

**(g) Reports:**

Various reports, as per contract have been prepared and furnished as detailed in Chapter-6.

**(iv) Achievements**

1. Prepared simple step-by-step instructions for Selection and Engagement of Consultants. **(Annexure – 3.2)**
2. Prepared simple step-by-step instructions for procurement of works and goods. **(Annexure – 3.3)**
3. Review of Government ‘Law on Procurement’ with respect to ADB’s Procurement Guidelines. **(Annexure – 3.4)**
4. Review Report on Applicable Land Expropriation Law. **(Annexure – 3.5)**
5. Preparing of Training Modules on Procurement and Social Assessment and Resettlement. **(Annexure – 4.1 to 4.5)**
6. Imparting of classroom training and on the job training on Procurement. **(Annexure – 4.6)**
7. Preparing, arranging and conducting the Overseas Training Program for MPW Engineers and Faculty members of RCD of KPU. **(Annexure – 4.7 to 4.11)**
8. Design a monitoring and evaluation tool for an overseas training program and evaluate the overseas training program. **(Annexure – 4.12)**
9. Design and conduct refresher course for MPW Engineers by the faculty members of road construction department of KPU as approved by ADB.
10. Design a monitoring and evaluation tool for local training courses and evaluate refresher courses through feedback from trainees.
11. Procurement of Computer facilities. **(Annexure – 5.1 to 5.3)**
12. Assistance in Short listing of Consultants for Detailed Engineering Reports of 6 road projects, issue of RFPs, Evaluation of Technical & Financial Proposals etc.
13. Assistance in Preparation of Bidding Documents for Khan Abad to Ali Abad road project including finalization of BOQ, Technical Specifications etc.

14. Assistance in Evaluation of Procurement of Goods (Drilling Rigs & Graders).
15. Preparing of Synopses of courses for Procurement and Project Management and Social Assessment and Resettlement. **(Sent separately in December 2007)**
16. Develop customized Standard Bidding Document for International Competitive bidding to be funded by Developing Partners for Afghanistan. **(Sent separately in September 2008)**
17. Develop customized Standard Bidding Document for National Competitive Bidding for small value works. **(Sent separately in September 2008)**

## **E-6 Training**

E-6.1 The Chapter on ‘Training’ gives details of training imparted. The consultants planned and implemented the following training programs for the MPW engineers and for the KPU faculty members:

- (i) Classroom training on procurement has been divided in four parts as under:  
Part I : Procurement of Works/Goods based on ADB Guidelines.  
Part II : Selection & Engagement of Consultants based on ADB Guidelines.  
Part III : Afghanistan Law on Procurement of Works, Goods & Services.  
Part IV : Case Studies.

The classroom training has been completed as planned. The detailed activities and training provided on various topics month-wise are attached as **Annexure – 4.4**.

- (ii) On-the-job training on procurement and contract administration covers project specific trainings.
- (iii) Classroom training on social and resettlement training modules for complete training and modules covered under this contract.
- (iv) Local training program (Refresher Course) for MPW Engineers was conducted by faculty members of KPU. It was 14 days’ program covering general road engineering topics of design, construction and safety aspects. The course has been attended by 35 engineers of MPW. The feed back from the participants indicates that the course has been a great success and the participants have recommended that such courses should be repeated at regular intervals.
- (v) Overseas training program for MPW Engineers was conducted in India and Malaysia. The Procurement Specialist accompanied the team of 5 Engineers (4 MPW Engineers and 1 Domestic Procurement Specialist) for the training program in India from April 3, 2008 to April 11, 2008. Mr. M.K. Saxena Training Expert accompanied the trainees to Malaysia from April 18, 2008 to April 24, 2008. The trainees observed that the site visits were very effective and relevant to their needs. They found the explanations provided, and discussions held before, during and after the visits were very useful. The responses of the trainees arising out of the visits and discussions are given in the said chapter
- (vi) Overseas training program for KPU faculty members was conducted in University of Calgary in Canada. The program included classroom lectures on Road Engineering, Engineering Education and Teaching Developments, field trips to various highways and academic activities that included curriculum development for BSc and MSc courses at KPU. A Strategic Academic Plan for Engineering Department of KPU has been developed in partnership with the

Department of Civil Engineering, Schulich School of Engineering; University of Calgary. The details are attached as **Annexure – 4.10**.

E-6.2 The number of participants for various training programs are as under:

- Nominated engineers for classroom training on procurement - 7 Nos.
- Nominated staff for classroom training on social/resettlement - 4 Nos.
- Nominated MPW Engineers for Refresher course by KPU - 35 Nos.
- Nominated MPW Engineers for Overseas training - 4 Nos.
- Nominated KPU members for overseas training - 3 Nos.

**E-7 Procurement of Computer facilities:**

**E-7.1 The Chapter on ‘Procurement of Computer Facilities’ gives the details of equipment purchased from the TA consultancy contract and handed over to MPW.**

The minutes of contract negotiations for TA consultancy services with ADB stated that the Consultants will procure the equipment by following the ADB’s Procurement Procedures and using the budget indicated in the contract. The list of equipment to be procured based on tentative list given under the contract has been finalized in consultation with the ADB. The final list of equipments with their configuration and the cost based on the quotations received from the local suppliers of Afghanistan were got approved from the ADB. The approved equipments were purchased from the approved supplier for the use of the Consultants for the duration of the assignment after which they were to be handed over to the MPW. The list of equipment procured by consultant is placed at **Table - E-1.1** below:

**Table E-1.1 : List of Equipment Procured by Consultant**

Sl. No.	Equipment	Configuration	Quantity
1	Laptop	Intel Centrino Dual Core, 512 MB RAM, 80 GB HDD, 15.1” Screen, CD & DVD writer	6 nos.
2	Computer	Pentium Centrino Dual Core, 2.8 Ghz, 512 MB RAM, 160 GB HDD, 17” Monitor	2 nos.
3	Printer	A3 / A4 Laser Printer	1 no.
4	Printer	A4 Printer	1 no.
5	Printer	A3 / A4, Deskjet Color Printer	1 no.
6	Scanner	A4 size Scanner	1 no.
7	Photocopier	A3 / A4 Copier	1 no.
8	Fax Machine		1 no.
9	Projector	LCD Projector	2 nos.
10	Projector Screen		2 nos.
11	White Board	For Classroom Training	1 no.
12	Software	MS Project MS Office 2007 Norton Anti Virus 2007	6 nos. 6 nos. 6 nos.

**E.7.2 Design and Development of Software, Computerized Revenue Collection System (CRCS).**

The Private Sector Department (PSD) of Ministry of Transport (MOT) regulates all private commercial and passenger vehicles. The source of revenue are commission collected from freight and passenger trips, route permission, union membership and technical examination charges for private passenger and freight transport vehicles. The commission collected from each trip of freight and passenger vehicles are the main

source of revenue for PSD. The Consultants have been requested to develop a software to computerize the revenue collection, and accordingly the Consultants have designed and developed a software called Computerized Revenue Collection System (CRCS) for PSD.

The software has been successfully installed and being used in one gate office (PSD) of Kabul (West) since 25<sup>th</sup> July 2008. The Consultants have also imparted necessary training to the computer operators on Computerized Revenue Collection System (CRCS). In addition, the Consultants have prepared a user manual for the operators on CRCS.

**E-8 Following Reports/Documents in accordance with the requirements of the consultancy contract have been furnished:**

(i) Inception Report

The Draft Inception Report was submitted on 20<sup>th</sup> June 2007. The Final Inception Report has been submitted on July 17, 2007 after incorporating comments of MPW and ADB.

(ii) Monthly Progress Reports from the month May 2007 until August 2008.

Sixteen Monthly Progress Reports have been submitted during the entire technical assistance period.

(iii) Synopsis of curricula for Project Management, Procurement and Social assessment and resettlement for Road Construction Department of KPU.

The Synopsis Report has been submitted to ADB on December 29, 2007.

(iv) Mid Term Report.

The Mid Term Report bringing out activities carried out till December 2007, has been submitted to ADB on February 2, 2008.

(v) Standard Bidding Document for ICB for works to be funded by Developing Partners, customised to Afghanistan requirements.

The above document has been submitted to ADB on September 1, 2008.

(v) Standard Bidding Document (small work) financed by Islamic Republic of Afghanistan, customised to Afghanistan requirements.

The above document has been submitted to ADB on September 1, 2008.

(vii) Evaluation Report on Local and Overseas Training.

The above report has been submitted to ADB on September 22, 2008.

(viii) Draft Final Report.

The Draft Final Report was submitted on September 29, 2008. The modified Draft Final Report has been submitted on November 14, 2008, after incorporating comments of ADB.

**E-9 Major Constraints**

Some of the major constraints encountered during the consultancy services have been brought out in Chapter 7. These are briefly described below:

- E-9.1 The consultants encountered major problem in implementation of Technical Assistance because of law and order situation in Afghanistan, due to which two of our experts belonged to Philippines and China were extremely reluctant to work there. One expert Mr. Nilles, Team Leader- cum –Project management Specialist did join initially in May 2007, but soon returned back to India and left the organization on account of personnel

reasons. Though efforts were made to substitute the Project management Specialist, the Bank did not find them suitable. In October 2007 the position of Project management Specialist was suspended by the Bank. Similarly the Environmental expert from China did not join and in November 2007 ADB advised not to mobilize Environmental expert in view of the delay.

- E-9.2 The Land acquisition and resettlement expert of the consultant assessed that the work and training program in the field, as envisaged in TOR will require input of 6 man-months as against 2 man-months provided in the contract and requested for review. ADB, however, maintained the input of Land acquisition and resettlement expert at the level of 2 months and therefore only partial training could be imparted in the field.
- E-9.3 The issue of Visa for trainees from Afghanistan is quite cumbersome process and time consuming requiring intensive administrative efforts.

## **E-10 Conclusions and Recommendations**

In the chapter Conclusions and Recommendations, the aspect of lessons learnt and assessment of consultants, ADB, MPW and KPU in performance of the consultancy services have been highlighted. It also contains recommendations for follow up action. These are detailed as under:

### **E-10.1 Major Lessons Learnt**

- E-10.1.1 MPW engineers are keen on learning procedures for procurement, project management and land acquisition and resettlement. Both MPW engineers and KPU faculty members are keen on overseas training. MPW engineers also favoured retraining courses in highway and bridge engineering. A mix of class-room lectures and on-the-job training as carried out under the TA is favoured by trainees. Because of the depletion of trained staff due to conflict, the capacity building efforts should be continued for at least 5 years.
- E-10.1.2 Special consideration must be given by consultants as well as ADB for deployment of personnel in countries having law and order problems, both in proposal stage and in implementation state.
- E-10.1.3 Special consideration must be given by consultants as well as ADB for including additional time required for visa processing as well as additional stay of trainees, if needed as per Rules.

### **E-10.2 Over all Assessment**

- E-10.2.1 The consultants performed well, fully complying with the modified terms of reference. The capacity building in procurement of works, goods and consultancy services and on-the-job advice on project management has been excellent. The step-by-step instructions for procurement of works, goods and services, coupled with class-room and on-the-job training have enabled the MPW trainee engineers of handling all procurement issues independently. Finalisation of Standard Bid Documents for ICB and NCB have added advantage to them. Technical Evaluation Report for tenders of civil works of Balamurughab to Leman road project were finalized based on the comments of ARDS, which have been sent to ADB by ARDS. As per recommendation of the Evaluation Committee, the bids are to be re-invited and supposed to be awarded in December 2008 instead of August 2008. Overseas training for MPW engineers were held in April 2008 in India and Malaysia. Overseas training program for KPU faculty members was conducted through University of Calgary, Alberta, Canada from August 2, 2008 to August 25, 2008. All trainees commented the training program. The overseas training program enabled the trainees to broaden their vision and experience highway engineering and construction in other countries. During the overseas training program of KPU Professors, Strategic Academic for Civil Road Engineering Department, Kabul Polytechnic University, Kabul was also developed in partnership with the Department

of Civil Engineering, Schulich School of Engineering, University of Calgary. Local training program by faculty members of KPU in highways and traffic engineering was highly rated and attended by 35 engineers of MPW. On overall assessment, the performance of consultant was excellent.

- E-10.2.2 The original terms of reference of ADB for technical assistance was envisaged capacity building in procurement and project management. However, ADB appreciated the constraints of the consultants because of unusual circumstances in Afghanistan, and modified the scope of consultancy services, taking full advantage of the availability of International Procurement Specialist. This has resulted in full training of at least 4 engineers of MPW who are able to take all procurement actions for works, goods, and services independently. The overseas and local training as approved by ADB would go in a long way in capacity building. The format of the TA program was very well designed for effective capacity building of MPW Engineer.
- E-10.2.3 The performance of Ministry of Public Works, Afghanistan has been excellent. The team headed by the Deputy Minister, H.E. Dr. Wali M. Rasooli, Eng. Salim Vidya, Director, Policy and Coordination Department and Mr Delber Abdy, Dy Director, Policy and Coordination Department were very helpful in implementation of consultancy services.
- E-10.2.4 The trainees were very receptive. KPU faculty members also fully responded to the consultant amicably and showed great enthusiasm in capacity building.

### **E-10.3 Recommendations for Follow-up Actions**

- E-10.3.1 ADB may consider grant of another technical assistance for capacity building particularly in the field of project management, land acquisition and resettlement and environmental management with respect to road projects.
- E-10.3.2 The capacity building efforts in Afghanistan need to be continued for at least 5 years more so that number of engineers/officers having adequate knowledge about implementation of road projects are available for sustainable development of the country.
- E-10.3.3 ADB may also like to grant another tranche of capacity building in procurement of works, goods and services, which will utilize the documents already prepared under this present technical assistance and provide for another set of trainees.
- E-10.3.4 The local training by KPU faculty members should also be encouraged. KPU may be advised to frame syllabus for a part-time M.Tech. course in Highway Engineering which can be conducted beyond office hours and will be helpful to practicing engineers.
- E-10.3.5 Assistance may be provided to KPU to implement the strategic action plan as developed in consultation with University of Calgary.

### **E-11 Acknowledgement**

Consultants are grateful to ADB, specially Mr Prianka Seneviratne, Principal Transport Specialist, CWID, for valuable guidance and support.

Consultants also gratefully acknowledge valuable suggestions and guidance provided by Hon'ble Deputy Minister MPW, H.E. Dr. W.M. Rusooli, in implementing the technical assistance program.

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