



Islamic Republic of Afghanistan

National Emergency Employment Programme (NEEP)

Towards a National Rural Access Strategy

STRATEGIC FRAMEWORK AND WORK PLAN SY 1384

(April 2005 to March 2006)

PREFACE

The outline of the strategy and the work plan for SY1384 presented in this document builds on the experiences gained in implementing NEEP since its inception in April 2003 and takes into account the evolving development context in Afghanistan.

In the two years that NEEP has been operational, the program has made remarkable progress and been instrumental in contributing to the Government's Livelihoods and Social Protection Policy. Millions of labour-days of short-term employment opportunities have been generated for the rural poor and impressive progress has been achieved in creating rural access infrastructure.

The steady transition from humanitarian assistance towards a developmental oriented approach (including the emergence of other programs contributing to the Government's Livelihoods and Social Protection Policy), has necessitated NEEP's original 2003 Strategy to be revisited. This was done during a Government-led review of NEEP from December 2004 to January 2005. The specific objectives of the review were to recommend:

- Strategy and policy directions for NEEP;
- Improvements to management and delivery systems;
- Requirements for sustainable institutional capacities within the government and the private sector.

It is expected that the final report of the NEEP review will be available early April 2005. This strategic framework for the 1384, however, incorporates the findings and recommendations of the NEEP review mission. The 1384 work plan presents the adjusted strategy direction, and is building on past achievements and the "work in progress". To reflect the re-orientation of NEEP, the program has been re-named as the National Rural Access Program (NRAP).

Chapter 1 summarizes the main achievements of NEEP since its inception. Chapter 2 presents a review of the 2003 Strategy and outlines the strategy for 2005/2006 (i.e. the Afghan financial year 1384: 21st March 2005 to 20th March 2006). This chapter also includes the annual targets for the coming five years (rural access and labour-days) and describes the key operational procedures and systems that are available for the implementation of the strategy. An outline of the 1384 work plan and budget is presented in Chapter 3. The NRAP Logical Framework for 1384, including a risk assessment analysis, is presented in Chapter 4.

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ABBREVIATIONS

ARTF	Afghanistan Reconstruction Trust Fund
CSO	Central Statistics Office
CG	Consultative Group
EC	European Commission
FFW	Food For Work
GIS	Geographic Information Systems
ILO	International Labour Organization
IP	Implementation Partner
LBAT	Labour-Based Appropriate Technologies
LSP	Livelihoods and Social Protection
MIS	Management Information Systems
MISFA	Microfinance Investment Support Facility for Afghanistan
MIWRE	Ministry of Irrigation, Water Resources and Environment
MoPW	Ministry of Public Works
MRRD	Ministry for Rural Rehabilitation and Development
NABDP	National Area-Based Development Programme
NDB	National Development Budget
NDF	National Development Framework
NEEP	National Emergency Employment Programme
NEEP-JPMU	National Emergency Employment Programme- Joint Programme Management Unit
NEEP-RA	National Emergency Employment Programme- Rural Access
NPP	National Priority Programme
NRAP	National Rural Access Program
NRVA	National Risk and Vulnerability Assessment
NSP	National Solidarity Programme
OC	Oversight Consultant
PRA	Participatory Rural Appraisal
PIU	Programme Implementation Unit
PDCU	Programme Development and Coordination Unit
UNODC	United Nations Office on Drugs and Crime
UNOPS	United Nations Office for Project Services
UNV	United Nations Volunteers
WATSAN	National Programme for Water Supply and Sanitation
WB	World Bank
WFP	World Food Programme

1. PROGRESS NEEP 1382-1383

NEEP is being implemented in all 34 provinces of the country and covers different sectors. To date donors have committed US\$ 143m for a total of 21 projects implemented within the NEEP framework.

Since the start of the programme more than 6,000 kilometers of secondary and tertiary rural roads were rehabilitated to basic access standards and approximately 11,000 running meters of structures on tertiary and secondary rural roads were constructed. Other physical achievements include the rehabilitation of 187 small-scale, community based irrigation schemes, and the construction of 69 schools, 9 clinics, 105 shelters, 26 government buildings, 29 nurseries and more than 500 drinking water schemes. All these works have created 11.2 million labour-days of work for about 375,000 labourers. The number of indirect beneficiaries (i.e. household members of labourers) is estimated at 2.25 million.

Since its inception, NEEP's achievements in developing the country's rural infrastructure are impressive. A considerable management and delivery capacity has been developed over the last two years, in particular through the World Bank financed NEEP for Rural Access Project (NEEPRA) that started in November 2003. This project is executed by the Ministries of Rural Rehabilitation and Development (MRRD) and Public Works (MoPW). Implementation support is being provided by the United National Office for Project Services (UNOPS) whereas the International Labour Organisation (ILO) provides technical assistance to the NEEP Joint Program Management Unit (JPMU). Limited irrigation and afforestation activities has been executed through NEEP by the Ministry of Energy and Power.¹

The significant increase in NEEP's delivery capacity in the period 1382 to 1383 is reflected in the annual expenditures over this period (see Table 1). The table also presents the indicative breakdown of expenditures between the works component (72%) and the non-work component (28%).

Table 1: Expenditures² NEEP (in million US\$) 1382-1383

Budget Source	1382			1383			1382 + 1383		
	MRRD	MoPW and MIWRE	Total	MRRD	MoPW and MIWRE	Total	MRRD	MoPW and MIWRE	Total
Core	8.8	11.2	20.0	21.2	27.0	48.2	30.0	38.2	68.2
External	7.9	0.0	7.9	17.3	0.0	17.3	25.2	0.0	25.2
TOTAL	16.7	11.2	27.9	38.5	27.0	65.5	55.2	38.2	93.4
Works	12.0	8.1	20.1	27.7	19.4	47.1	39.7	27.5	67.2
Non-works	4.7	3.1	7.8	10.8	7.6	18.4	15.5	10.7	26.2

In accordance with its current strategy³, NEEP's (re-)construction activities primarily focused on tertiary and secondary roads. This is reflected in the high proportion (79%) of the investments made in this sector, as can be seen in figure 1.

The majority of the short-term employment opportunities were also generated through investments in (re-)construction works in the roads sector. Out of the 11.2 million labour-days that were created through NEEP, 8.9 million labour-days of work was generated through works in the rural roads sector.

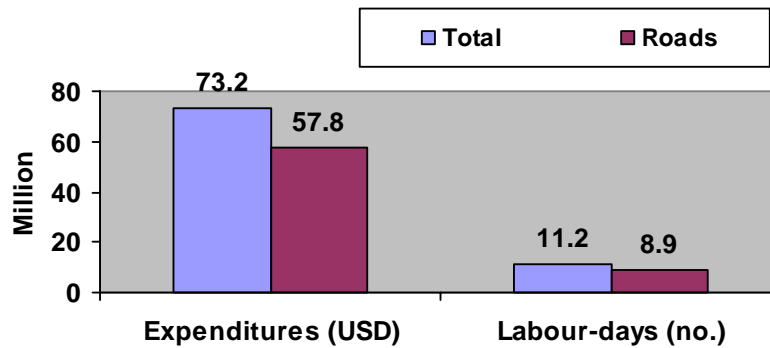
¹ The former Ministry of Irrigation, Water Resources and Environment (MIWRE)

² The figures in table 1 reflect actual payments made to date to the labour-force, either through local private contractors, or through contracts directly with the communities (202 community contracts, covering 262 communities were awarded to communities, with a total value of US\$ 5.1 million).

³ Transitional Islamic Government of Afghanistan, The National Emergency Employment Program (NEEP); Strategy 2003 (Draft), Kabul, April 2003.

Since the start of the program until March 2005, about 50% of the US\$ 67.2m of investments in works were used for the payment of wages⁴ (the average wage rate in 1383 was US\$ 3 per labour-day and the average period of short-term employment offered to labourers engaged in construction activities was 30 days).

Figure 1: Expenditures and created Labour-days in the period 1382-1383



2. NRAP 1384 STRATEGY

2.1 Background

In 1381 the Government formulated its development priorities and these are reflected in the National Development Framework (NDF). The development strategy is based on three pillars:

1. Humanitarian assistance and social policy to create conditions for the people to live secure lives and to lay the foundations for the formation of sustainable human capital.
2. External assistance to build the country's infrastructure and to develop natural resources that lays the foundation for private sector-led sustainable growth.
3. Development of a competitive private sector, which becomes both the engine of growth and the instrument of social inclusion through the creation of economic opportunities.

In the preparation of the 1382 National Development Budget (NDB), the Government identified a number of key sectors to articulate its development priorities within the NDF. Within the context of these sectors a series of National Priority Programs (NPP) were identified which are elaborated in the NDB. One of the Government's national priority programs is the National Emergency Employment Program (NEEP). This program is anchored within the National Development Program (NDP) under Livelihoods and Social Protection (LSP)⁵ sector, which is embedded in the first pillar of the NDF. NEEP's mandate was primarily to provide short-term employment opportunities to the rural poor through the reconstruction and development of rural infrastructure using a labour-intensive approach.

The NEEP strategy was presented to the international assistance community and launched by the Government in April 2003.

⁴ Under the MoPW component on average 40% and under the MRRD component approximately 60%.

⁵ LSP's development goal is the implementation of effective and affordable social policies which enhance human security and support sustainable rural and urban livelihoods, thereby promoting the elimination of poverty.

2.2 Program Rationale, Development Objective and Purpose

Rationale

Over the last two years the Government and the donors have increasingly emphasized the importance of the program as the main instrument for the reconstruction and development of the country's rural access infrastructure, which also provides a safety net to the rural poor through the provision of short-term employment opportunities. This re-orientation in the strategy of NEEP has led to NRAP which is entrusted with developing the country's rural access roads within a coherent functional framework that enables durable, sustainable and affordable construction and maintenance of the rural access assets, with a strong emphasis on the quality of the works.

The importance of the programme to the Government and the significant increase in the program's delivery capacity in the period 1382-1383 is reflected in the annual expenditures. During its first year of implementation (1382) the total expenditures amounted to US\$ 28 million. In 1383 the expenditures have increased by about 230% to US\$ 65 million.

In the period 1382-1383 NEEP undertook projects in several rural infrastructure sectors. These included rural roads, small-scale irrigation, afforestation, the construction of clinics and schools, and the development of drinking water systems. Whereas the original strategy was meant to primarily focus on secondary and tertiary roads, over the last two years the program extended its activities to other sectors due to the lack of delivery capacity in these areas.

With increasing capacities and funding to different line Ministries and other National Programs and Projects like WATSAN (rural water supply and sanitation), National Area Based Development Program (area-based infrastructure development) and NSP (small-scale community-based infrastructure) it is no longer justified or desirable for NRAP to expand its activities beyond the rural roads sector. A clear sectoral delineation between ministries and their programs now ensures a more efficient use of available resources and will avoid unnecessary duplication. Overall, this will lead to a more effective contribution of the different ministries and their programs to the Government's rural development objectives and policies.

In terms of investments, already 80% of the budget has been allocated over the last two years to the rural roads sector, which underpins the validity and justification of the original strategy (vis-à-vis its objectives) to focus on rural roads. The following points add to the rationale of limiting interventions to the rural roads sector:

- Scope for providing nationwide short-term employment opportunities at a large scale.
- Possibilities to adhere to the principle of equality in opportunity to jobs (public works).
- High percentages of unskilled labour required for works on these types of infrastructure.
- Relatively easy to conduct appraisals and conditions inventories.
- Flexibility regarding type, size, and timing of construction activities in relation to social objective.
- Increased cost-effectiveness in terms of project design and implementation (economics of scale).
- Relatively easy to manage and monitor.
- Creation of substantial direct and indirect spin-off to the local economy.
- Significant in terms of improving access to basic services.
- Simple tools available for planning and prioritizing sub-projects on basis of accessibility criteria.
- Simple tools available to reflect priorities of the local authorities.
- Relatively underserved sector

By developing and maintaining a rural roads network, accessibility to key services and facilities for the rural poor will be improved. Addressing the obstacle of poor access to required basic physical infrastructure services and facilities, thereby meeting one of the conditions for increased social-economic opportunities for the rural poor and the local economy, is NRAP's key contribution to the

overall goal of the Livelihoods and Social Protection sector. Improved physical access to facilities and services also increases the opportunities of the rural poor to exercise their political rights.

Vision: NRAP's vision is:

To enhance human security and promote equitable economic growth by ensuring year-round access to basic services and facilities in rural Afghanistan

The long-term development objective of NRAP is:

To promote local productive capacity, through a private-sector led development of physical rural access infrastructure and employment creation for the poor.

Specific purpose: Taking into consideration the re-orientation of NEEP to NRAP the original specific purpose has been modified as follows:⁶

Nation-wide quality rehabilitation, reconstruction and maintenance of essential rural access infrastructure using appropriate labour-based approaches thereby creating short-term employment opportunities for the rural poor.

With interventions limited to the development and maintenance of physical access infrastructure, the program cannot address the entire spectrum of social protection issues. Construction activities primarily require the input of an able-bodied workforce and there is less scope to involve the less-abled vulnerable poor in the mainstream of the construction works. Within these limitations NRAP will continue to focus on inclusive approaches for targeting the most vulnerable poor, based on the principle of equal opportunity in access to employment. Social targeting instruments have been developed and these will be applied in the programming, planning and implementation of the 1384 work plan.

2.3 Core Principles

The overall core principles remain valid for the 1384 Strategy, with the exception of the social targeting related to resource allocation. In the absence of reliable information on vulnerability indicators at the time of formulating the NEEP Strategy in April 2003, the provincial budget allocation was based on the provincial rural population, in combination with specific budget allocation for distinguished vulnerable groups.

These specific (national-level) budget allocations for identified vulnerable groups reflected very indicative estimates on the proportion of these groups as part of the total rural population. A provincial differentiation could not be made due to a lack of data. At community level is also has not been possible to adopt this principle because of a lack of capacity and systems.

To-date much progress has been made in the collection of nation-wide data on various types of vulnerability, especially through the National Risk and Vulnerability Assessment Survey (NRVA), the Central Statistics Office (CSO) and the Opium Surveys conducted by the United National Office on Drugs and Crime (UNODC) and the Government's Counter Narcotics Directorate.

With the availability of these data, the program developed a provincial resource allocation model which takes into account the provincial population and a composite provincial vulnerability index. This model will be used for the provincial resource allocation for 1384.

⁶ In the original strategy, NEEP had the dual objective of providing short-term employment opportunities for the most vulnerable rural poor (social objective) through labour-based rural infrastructure development interventions (economic objective). NEEP's primary aim was to provide a safety net for the rural poor in response to the need for humanitarian support.

At community level, the program has successfully piloted a Participatory Rapid Appraisal (PRA) method to identify and select labourers from among the poorest and most vulnerable segments of the community population. Job rotation procedures have been developed to ensure adherence to the principle of equal access to job opportunities, in case the supply of eligible labours exceeds the demand.

The principles applicable to the 1384 NRAP Strategy are summarized below.

1. General principles

- 1.1. Accountability and transparency
- 1.2. Effectiveness and competitiveness
- 1.3. Coherence
- 1.4. Uniformity
- 1.5. Sustainability
- 1.6. Efficiency

2. Institutional development principles

- 2.1. Capacity development within the Government
- 2.2. Funding through a Government Trust Fund (ARTF)
- 2.3. Government-led coordination
- 2.4. Government execution
- 2.5. Reporting through the Government
- 2.6. The Government's primary role and function as a manager and not an implementer
- 2.7. Private sector-led development with the Government in a facilitating role

3. Social targeting principles

- 3.1. Resource allocations proportional to the geographic (i.e. provincial) distribution of the rural population and adjusted with a composite provincial vulnerability index
- 3.2. Resource allocation takes already resourced projects into account
- 3.3. Equality in opportunity for the targeted population
- 3.4. Adherence to international labour standards and conventions
- 3.5. Setting wage rates at the level of unskilled agricultural labour in the agricultural slack season
- 3.6. Timing, location and size of activities designed to avoid competition for unskilled labour
- 3.7. Specific targeting through the selection of appropriate labour-based activities
- 3.8. Specific targeting through piece work and task work implementation modalities

4. Rural Access Development principles

- 4.1. Quality and durability
- 4.2. Functionality
- 4.3. Available capacities for planning, implementation and supervision
- 4.4. Competitive bidding in contracting works to private contractors or NGOs
- 4.5. Multi-year planning and resource allocation mechanisms linking physical planning and available resources⁷
- 4.6. Planning, prioritisation and selection of infrastructure schemes based on rational processes, including economic criteria and using objectively verifiable information.
- 4.7. Labour productivity as basis for costing infrastructure works and labour payment

⁷ The principle cannot be applied effectively yet for two main reasons: a) the absence of comprehensive provincial roads development master plans; b) the absence of longer-term, multi-year, donor commitments (without secured multi-year funding it is not possible to address all key identified road development needs as construction works often have to be scheduled over a multi-year period in view of construction requirements vis-a-vis implementation capacities). For these reasons no multi-year, rolling, planning and budgeting can be done, that takes into account priorities identified in the provincial road master plans. Programming and planning should take place following a needs-based approach (in terms of identified road development priorities and considering connectivity needs). The principle of equitable provincial budget allocation is a guiding principle only but cannot, and should not, fully dictate, the selection of roads.

- 4.8. Infrastructure works' life-cycle costs to be considered, including maintenance costs
 4.9. Prioritisation of still maintainable infrastructure

2.4 1384 and 1384-1388 Targets

Based on a review of the existing implementation capacities and a conservative forecast of the expected growth in delivery capacity in the coming five years, NRAP has set indicative annual physical rural access targets for the coming five years.

These targets are summarized in table-2. The total 1384 investment requirements for works under the MoPW component of NRAP are US\$ 25.15 million. Under the MRRD component of NRAP US\$ 21.7 million is required for (re-) construction, rehabilitation and routine maintenance works in 1384. Table-2 also outlines the division of responsibilities between MoPW and MRRD for the different categories of roads. The program will have national coverage.

Table 2: Annual Targets NRAP for Rural access^{8 9}

Road Category	Activity	1384 (km)	Unit cost	total cost works (1384)	1385 (km)	1386 (km)	1387 (km)	1388 (km)	1384-1388 (km)
District-to-District and District-to-Province roads (MoPW)	Basic Access road (re-) construction	450	30,000	13,500,000	500	550	550	600	2,650
	Pavement (re-) construction	150	75,000	11,250,000	250	350	450	550	1,750
	Maintenance Basic Access roads	300	1,000	300,000	500	650	750	750	2,950
	Maintenance Paved roads	100	1,000	100,000	250	500	850	1,300	3,000
District-to-Village and Village-to-Village roads (MRRD)	Basic Access road (re-) construction	700	20,000	14,000,000	700	700	700	700	3,500
	Pavement (re-) construction	180	40,000	7,200,000	230	280	400	450	1,540
	Maintenance Basic Access roads	500	1,000	500,000	970	1,390	1,690	1,940	6,490
	Maintenance Paved roads	0	1,000	0	180	410	690	1,090	2,370
All NRAP roads	Basic Access road (re-) construction	1,150		27,500,000	1,200	1,250	1,250	1,300	6,150
	Pavement (re-) construction	330		18,450,000	480	630	850	1,000	3,290
	Maintenance Basic Access roads	800		800,000	1,470	2,040	2,440	2,690	9,440
	Maintenance Paved roads	100		100,000	430	910	1,540	2,390	5,370
Total	construction	1,480		45,950,000	1,680	1,880	2,100	2,300	9,440
	maintenance	900		900,000	1,900	2,950	3,980	5,080	14,810

⁸ Actual targets may differ, depending on actual costs of labour and construction materials and specific construction requirements. Costs may also increase if for example a landslide requires additional works not foreseen in the cost-estimate

⁹ The total cost for routine maintenance takes into account the cost for labour and the cost for mechanical compaction.

The corresponding numbers of labour-days that will be generated against the physical targets are presented in table-3. Overall, about 50% of the investments in the construction works will be used for labour wages.

Table 3: Annual Target NRAP for Labour Days¹⁰

Road Category	Activity	1384 labour days	1385 labour days	1386 labour days	1387 labour days	1388 labour days	1384-1388 labour days
District-to-District and District-to-Province roads (MoPW)	Basic Access road (re) construction	1,080,000	1,200,000	1,320,000	1,320,000	1,440,000	6,360,000
	Pavement (re) construction	900,000	1,500,000	2,100,000	2,700,000	3,300,000	10,500,000
	Maintenance Basic Access roads	60,000	100,000	130,000	150,000	150,000	590,000
	Maintenance Paved roads	20,000	86,000	182,000	308,000	478,000	1,074,000
District-to-Village and Village-to-Village Roads (MRRD)	Basic Access road (re-) construction	2,400,000	2,400,000	2,400,000	2,400,000	2,400,000	12,000,000
	Pavement (re-) construction	1,234,286	1,577,143	1,920,000	2,742,857	3,085,714	10,560,000
	Maintenance Basic Access roads	100,000	194,000	278,000	338,000	388,000	1,298,000
	Maintenance Paved roads	0	36,000	82,000	138,000	218,000	474,000
All NRAP roads	Basic Access road (re-) construction	3,480,000	3,600,000	3,720,000	3,720,000	3,840,000	18,360,000
	Pavement (re-) construction	2,134,286	3,077,143	4,020,000	5,442,857	6,385,714	21,060,000
	Maintenance Basic Access roads	160,000	294,000	408,000	488,000	538,000	1,888,000
	Maintenance Paved roads	20,000	122,000	264,000	446,000	696,000	1,548,000
Total labourdays/year	construction	5,614,286	6,677,143	7,740,000	9,162,857	10,225,714	39,420,000
	maintenance	180,000	580,000	1,040,000	1,540,000	2,120,000	5,460,000
	total	5,794,286	7,257,143	8,780,000	10,702,857	12,345,714	44,880,000

The President's Manifesto of September 2004 outlines the vital importance of investments to improve and expand the country's primary, secondary and tertiary road network, not only to provide economic development opportunities, but also for the security of the country.

The importance of improving and expanding the roads network is also emphasized in the Transport Annex of 'Securing Afghanistan's Future: Accomplishments and the Strategic Path Forward', January 2004. Identified key priorities include investments in creating a road network to integrate the country and to provide connectivity between the 34 provinces, their districts and the important agricultural markets in the hinterland of the district centres.

¹⁰ In estimating the annual target labour-days, the following unit cost rates and proportions of the labour costs as percentage of the total construction costs have been used:

For District-to-District and District-to-Province roads: For basic access roads: 30,000 \$US/km, 5 US\$ daily wage rate for labour, For paved roads : 75,000 \$US, 5\$US daily wage rate for labour. For routine maintenance: 200 labour days per km per year, at cost of US\$ 3.5 per labour-day. As an average 40% of works budget will be spent on wages. For District-Village and Village-to-Village roads: For basic access roads: 20,000\$US/km, 3.5US\$ daily wage rate for labour, for paved roads: 40, 000US\$/km, 3.5US\$ daily wage rate for labour. For routine maintenance: 200 labour days per km per year, at cost of US\$ 3.5 per labour-day. As an average 60% of the works budget will be spent on wages. Unit costs on District-District and District-Province roads are higher than for District-Village and Village-Village roads because of differences in formation width and other design specification, differences in structural requirements and differences in terms or semi-skilled and skilled labour requirements.

The National Roads and Highways Program addresses the needs of developing the primary and secondary roads (super corridor, national highways, province-province roads and province-district roads; total length of the network approximately 18,000 kilometres).

Investments in developing the tertiary road network (district-district, district-village and village-village roads¹¹; about 30,000 kilometres) are channelled through NRAP. Unclassified village-village roads or tracks with only very limited or even non-existent motorable traffic are not targeted under NRAP.¹² The district-district roads and the rural roads connecting the district centres to villages in the hinterland form the key arteries within the Provincial and District road network. It is in this road network that NRAP will continue to prioritize its investments.

2.5 Institutional Framework

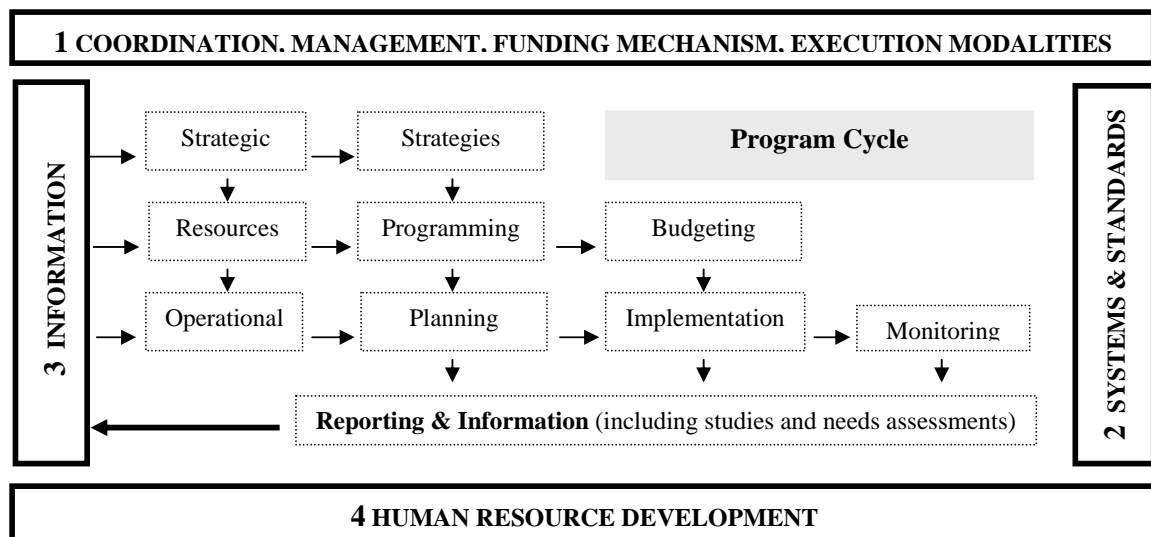
2.5.1 Review

The programme has developed a framework model for program delivery and development. The cornerstones of this framework relate to:

1. Coordination, management, funding mechanism and execution modalities
2. Systems and standards
3. Information Management
4. Human Resource Development

This framework facilitates and supports key activities of the program, as shown in figure-2.

Figure 2: Framework for program delivery and development



A summary of the program’s achievement and constraints in developing the framework for program delivery is presented below:

¹¹ Village-village roads that are part of the classified network of public rural roads.

¹² At community level NSP provides support to the improvement of these village-village roads/tracks by facilitating improvements that are required to enable inter-village movement of goods and people.

Coordination, Management, Funding Mechanism and Execution Modalities

The establishment of the JPMU provided essential coordination and management support to the program. The effectiveness of the coordination and management were mainly constrained due to the fragmentation of the program. From its inception onwards the program started to attract considerable donor interest.

The program has evolved on a project-by-project basis for a number of reasons: a) pressure on the JPMU to deliver physical outputs rapidly; b) the JPMU's initial limited capacity; c) the absence of management tools and instruments; d) hesitance from the side of the donors to channel funds through ARTF. During the last two years a total of 21 projects were approved for implementation within the program's framework. Funding mechanisms and execution modalities varied between these 21 projects¹³ and this, combined with different donor requirements, complicated the management and coordination at program level. This, combined with donor imposed conditions and restrictions, resulted in heavy transaction costs for all parties involved.

Core technical assistance to the JPMU is provided by the ILO since January 2004.¹⁴ Due to capacity constraints (to a large extent related to the fragmentation of the program; available Government counterpart staff were assigned to support the implementation and management of the individual projects rather than the overall program management) only limited Government counterpart staff could be made available to the JPMU.

An important management tool for the JPMU is its detailed work plan (based on the logical framework approach) that was prepared in March 2004.¹⁵

Whereas the NEEP 2003 strategy envisaged the establishment of an Inter-ministerial Board to provide policy direction to the program and to approve projects, procedures, systems and standards, this Board was only established in September 2004¹⁶, delaying the approval of projects and the introduction of procedures, systems and standards.

Systems and Standards

With the pressure on rapid project delivery and initial capacity limitations, the development and standardization of key management and implementation procedures, systems and standards was delayed. At present procedures, systems and standards are in place for:

- Information Management¹⁷ (tracking physical progress, financial management,¹⁸ contractor performance,¹⁹ and communication²⁰);

¹³ Some projects were implemented through the core budget, others through the external budget. ARTF was only used for 2 projects to channel funds. The JPMU had no formal management control over those externally funded projects where donors directly contracted the Implementation Partners.

¹⁴ Apart from overall coordination and management support, technical assistance has been provided by the ILO under the WB NEEPRRA project since January 2004 in developing Management Information Systems (MIS) and Monitoring & Evaluation (M&E) systems. Through UNV funding the services of a Social Inclusion Advisor were secured (this position was included under the ILO technical assistance from October 2004 onwards).

¹⁵ Technical Advisory Services to the Joint Program Management Unit of the National Emergency Employment Program (NEEP): Inception Report, March 2004, submitted to the Ministry of Rural Rehabilitation and Development, Kabul, March 2004.

¹⁶ The first Board meeting was held on 24th October 2004.

¹⁷ The programme developed a strategy for the development of MIS (Transitional Islamic State of Afghanistan, National Emergency Employment Program: NEEP Information Strategy (draft), version 1.0, July 2003). A computerized system for tracking financial and physical progress of the works is being finalised at the NEEP-JPMU. Technical manuals and procedures have been developed as well.

¹⁸ UNOPS, NEEP's key Implementing Partner, is using ATLAS for the financial management of the resources. The World Bank supervises UNOPS' financial management through periodic supervision missions. The JPMU has introduced quarterly financial progress reporting systems to supervise and monitor the financial performance of the projects implemented by the different partners. In addition, external financial audits are included in the budget.

¹⁹ Through NEEPRRA a contractors' database has been established.

- Procurement of Goods, Services and Works (based on WB procurement procedures)²¹;
- Programming of Resources and Planning of Works
- Technical road surveys and feasibility studies (including cost-effectiveness analysis methods)
- Designing²² and cost-estimation of works
- Supervision and quality control of works
- Social Targeting.
- Reporting
- Monitoring and Evaluation

Cross-references to various other procedures, systems and standards are included in the other sections of this document.

The development and institutionalization of the MIS has been delayed for a number of reasons. An important reason was the less than efficient use of capacities due to the fragmentation of the program. The project-based approach and differences in capacities between the various implementing partners also complicated the collection of data and the standardization of the systems. In addition, the JPMU MIS Unit was also requested to provide technical support to NSP, MISFA and MRRD in developing their computerized Management Information Systems.

Human Resource Development

Despite the fragmentation of the program and the pressure on quick delivery in the field, the program has made progress in building implementation capacity on the ground. This is reflected in the steep increase in achieved physical outputs in the period 1382-1383. Especially NEEPRA has been very instrumental in providing delivery capacities. NEEPRA also developed key training modules and has provided much support in providing training on various subjects related to project planning and implementation. It has been acknowledged by the Government and the donors alike that in the foreseeable future considerable external assistance will be required not only to consolidate and gradually expand the delivery capacity on the ground, but also to build management and technical capacity for the program in the Government.

2.5.2 Institutional Framework and Management Structure

Institutional Framework

The NRAP overall institutional framework is presented in figure-3. The Livelihoods and Social Protection Consultative Group (CG4) is led and chaired by MRRD. As a partner in NRAP, MoPW will be invited to join CG4 in the future. MRRD is the lead Ministry for NRAP.

The Ministers and Deputy Ministers (Program) of MRRD and MoPW constitute the NRAP Steering Committee. The chair of the Steering Committee will be rotational and in the first year led by MRRD. The Committee meets on a quarterly basis²³. The Steering Committee's responsibilities are:

- Provide policy and strategy direction and approve policies and strategies;
- Approve resource allocations and programming proposals;
- Approve projects and sub-projects against agreed criteria;
- Approve funding modalities and executing mechanisms;
- Approve the oversight mechanism for effective resource management;

²⁰ NEEP, ILO Technical Advisory Services to the JPMU: Communication Strategy, November 2004. The preparation of a work plan and budget for implementing the strategy is currently on-going.

²¹ UNOPS, Afghanistan Projects Implementation Unit. Project Procedures Manual, 2003.

²² Various manuals. One example: Technical Standard Drawings of Tertiary Roads for Surface Options, NEEPRA, February 2005.

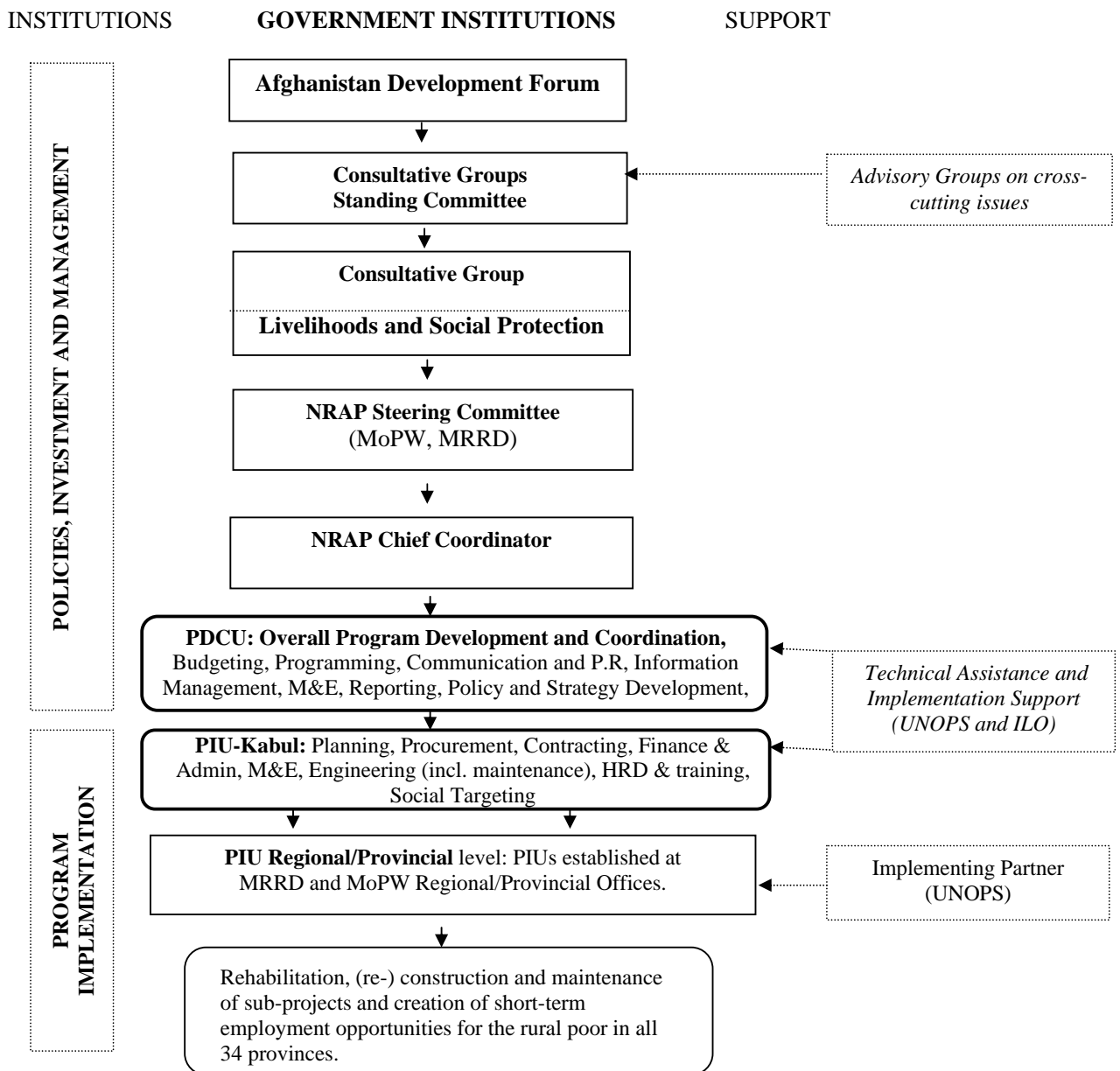
²³ The NRAP Management and Coordination Unit will be represented in the Steering Committee in an advisory capacity.

- Supervise the Program Development and Coordination Unit (PDCU).
- Fund-raising

The Program Development and Coordination Unit (PDCU) is responsible for the overall development and coordination of NRAP. In 1384 the PDCU will be headed by a Chief Coordinator from MRRD; MoPW will provide the Deputy Coordinator (both national positions). The performance of the PDCU will be reviewed by the Steering Committee at the end of year one and, based on the outcome of this review a decision will be made on the leadership of the PDCU. Technical support to the PDCU will be provided through national and international positions funded by the program through contractual agreements between the two ministries and the Technical Assistance Provider (ILO). The program will be implemented by UNOPS under the direction and oversight of the PDCU.

To ensure capacity development within the ministries, counterpart civil servants will be assigned to work with the PDCU's different program development and coordination sections.

Figure 3: NRAP Institutional Framework



Under the direction of the program management two Program Implementation Units (PIU), one each for MRRD and MoPW, will be responsible for the implementation of the program (core capacities exist at MRRD and MoPW). MRRD and MoPW will each appoint a Head of the PIU (national positions) for their component. Similar to the arrangements for capacity building within the ministries for program development and coordination, the ministries will assign civil servants to work with the staff funded under the program, on the different activities of the PIUs (at central level and at regional/provincial level).

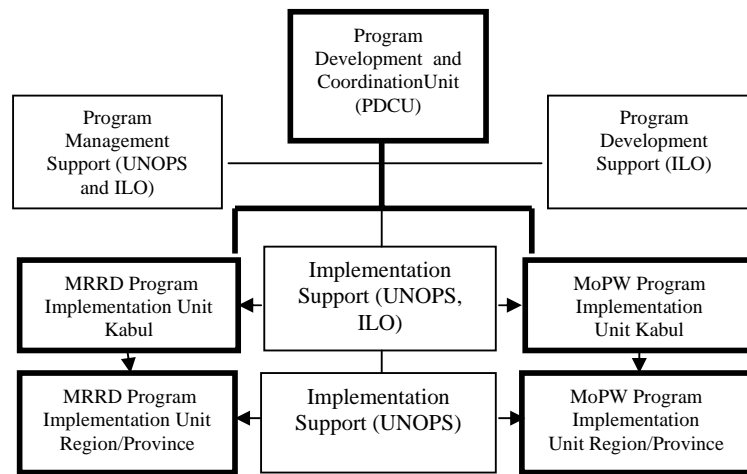
Management Structure

The management structure of the NRAP reflects the following recommendations that emerged from the review of the 1382/1383 management structure:

- The need for a programmatic approach instead of the current project-based approach;
- A more efficient use of available management and implementation resources by integrating the currently fragmented management structure;
- The incorporation of additional key management functions to ensure timely delivery of the targeted outputs in accordance with specifications

The framework of the NRAP management and implementation structure is presented in figure-4. A more detailed organigram of the management and implementation structure is provided in Annex-1.

Figure 4: Framework NRAP Management and Implementation Structure 1384



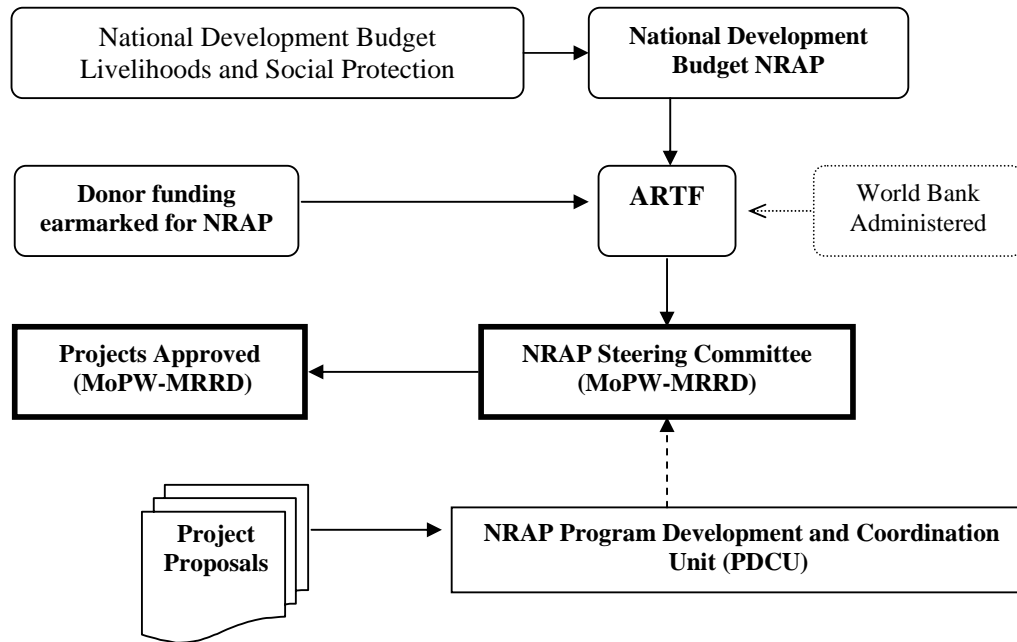
2.5.3 Executing Modalities and Funding Mechanism

For the execution of NRAP, the Government's requires that funds are channelled through the National Development Budget.

The Government has established the Afghanistan Reconstruction Trust Fund (ARTF) and this Fund will be used for channelling donor funds for NRAP. When contributing funds to NRAP, the donors can earmark their funding, either for NRAP in general, or for specific activities of the Program (against its budget and work plan). To ensure that the program's objectives can be achieved it is important that the MRRD and MoPW components of NRAP are equally funded. The NRAP Steering Committee will ensure that this balance is maintained. A system of multi-year planning and budgeting is in place, linking physical planning to financial resource allocation.

Through the ARTF mechanisms, the Government will gain control in steering programming and funding allocation for rural access through NRAP at a programmatic level, in accordance with its investment plan. The ARTF mechanism will also allow the Government to respond more quickly and effectively in cases where natural emergencies (like droughts or floods) require NRAP interventions. A schematic presentation of the operation of ARTF in relation to NRAP is presented in figure-5.

Figure 5: Funding Mechanism for NRAP



2.5.4 Government Capacity Building

General: The restructuring of the program management and the emphasis on a comprehensive programmatic approach will allow NRAP in the immediate future to make the most efficient and effective use of the available capacities within MRRD and MoPW.

By integrating the support from UNOPS and the ILO in the Government-led management and implementation structure, more efficient and effective support will be provided in strengthening the Government’s program management and implementation activity. By assigning civil servants from the two ministries for the various program management and implementation functions, these capacities within the ministries as a whole will be also be strengthened.

The new NRAP management structure provides the scope for a more clear and effective definition of the roles and functions of MRRD, MoPW, UNOPS and ILO compared to the existing NEEP JPMU.

The rural access targets set for 1384 reflect the absorption capacities at current levels of management and implementation at central and local level (including the capacity of the private sector). The set targets also take into account the time requirements for the implementation of works that are inherent to a labour-based approach.

Specific Training Activities: The 1384 budget includes a budget for training and capacity development. These training and capacity building activities will allow for a gradual expansion of the

program and the improvement of the quality over the coming 5 years. A core training capacity will be established in NRAP in 1384 and key areas identified²⁴ for training and capacity development are:

- Budgeting and financial management
- Engineering Standards and Quality control
- Procurement and Contract Management
- Road condition inventories
- Planning, prioritization and selection of roads
- Project design
- Maintenance
- Participatory Rapid Appraisal for social mobilization
- Management Information and the strengthening of the Geographic Information Systems (GIS) capacity
- Monitoring and reporting
- Communication and Public Relations

During 1384 a multi-year training and capacity development component will be prepared for the period 1385-1388. NRAP will also provide training services to other programs and projects (like NSP) operating in the rural roads sector. The focus of these training services will be on design standards, surveying methods and quality control, thereby contributing to the quality and durability of the rural access infrastructure created outside of the NRAP-framework.

Exit Strategy External Support: Based on an assessment of existing capacities within the two ministries vis-à-vis management and implementation requirements for NRAP over the coming years, it is foreseen that the current external assistance can be phased out after 3 years. Table-4 below presents an overview of the envisaged phasing out of the support of UNOPS and ILO with respect to the type of support activities provided by these agencies. On the basis of annual assessments of the capacity development, it may be necessary to modify this phasing out schedule. Capacity development will be an on-going process that will take place over three years through the management and implementation of the program.

Table 4: Phasing Out Schedule of External Support

		1384	1385	1386
ILO	Policies, Strategies	Develop	Develop	
	Labour-based methods	Develop/pilot	Impl./supervise	Supervise
	Social targeting	Pilot	Impl/supervise	Supervise
	MIS project tracking	Develop/implement		
	M&E implementation	Develop/implement		
UNOPS	Procure./Contract Manag.	Develop/Implement	Implement	Impl/supervise
	Overall MIS/GIS	Develop/implement	Implement	Impl/supervise
	Communication & PR	Develop/implement	Impl/supervise	
	Budgeting/Programming	Develop/implement	Impl/supervise	
	Road Masterplan/planning	Develop	Develop/Impl	Impl/supervise
	Effect/Impact M&E	Develop/implement	Implement	Supervise
	Engineering support	Implement	Implement	Impl./supervise
	Financial management	Implement	Impl./supervise	Supervise
	Maintenance systems	Develop/pilot	Pilot/implement	Implement/Supervise
	HRD and training	Develop/impl.	Develop/impl.	Implement/supervise

²⁴ Based on experiences of MoPW, MRRD, UNOPS and ILO. The NEEP-JPMU has also made an indicative inventory of the training needs and this inventory supports the experiences of the ministries and the partners.

2.6 Rural access Strategy

2.6.1 Review

Effective project planning and adherence to the project planning cycle was hampered because of the project-wise approach and the multitude of sectors covered, each with their specific planning requirements. The development and introduction of integrated rural accessibility planning procedures took more time than expected and capacities within the Government to implement the system were limited.

During the initial stages of NEEP information was not available to enable the development and application of a cost-effectiveness model for guiding investments in the rural roads sector. The initial lack of standards, norms and systems further limited the sustainability of the NEEP interventions and the quality of the programming, especially during the early stages of the program. Absorptive capacities in the private contractors' sector were another limiting factor in implementation.

The initial focus on NEEP's social protection objective steered the program in the direction of reconstruction and rehabilitation as these interventions created substantially more numbers of labour-days in shorter periods of time than maintenance interventions would have created. The initial implementation capacity also did not allow for the establishment of a maintenance component.

At present key systems, procedures and standards have been developed or are nearing completion and this has mitigated important initial constraints in project planning, project preparation and contracting, project implementation, and supervision.

With the introduced programmatic approach, combined with the availability of planning and implementation procedures, adherence to the time-bound planning and implementation cycle for key activities (as proposed in the original NEEP strategy) will be substantially improved. Geographical variations in the timing of the activities will occur due to climatological, agronomic and morphological (terrain) factors.

Through NEEP a wealth of experience has been gained that can contribute to the policy and strategy formulation process in the rural road sector. The development of a sectoral policy and strategy is necessary to improve the performance (i.e. quality, affordability and sustainability) of the NRAP investments. Work on developing (interim) policies and strategies for the rural roads sector are in a very early stage. The program needs to be resourced to contribute to the development of rural roads policies and strategies

2.6.2 Programming and Planning

Within the targeted (sub-) sectors of secondary and tertiary rural roads, rural access infrastructure activities will focus on the rehabilitation, reconstruction and maintenance of selected roads. The highest priority will be given to the maintenance of roads that have been constructed under the program (in particular under the WB financed NEEPRA project and the ARTF financed NEEP-1 projects) and that are in a maintainable condition. Identified rural access requirements and connectivity considerations form the basis for programming and planning. The provincial resource allocation (reflecting the principle of equity in provincial budget allocation, and adjusted for differences in composite provincial vulnerability) will be a guiding instrument for the annual volume of investments in the different provinces²⁵. Findings from the cost-effectiveness study conducted in

²⁵ The provincial budget allocation planning is a guiding tool only; depending on identified road development priorities (based on provincial road master plans), these priorities may override strict adherence to the planned provincial financial allocations.

the last quarter of 2004²⁶ will be used in ranking the priorities for maintenance of the reconstructed and rehabilitated NEEPRA and NEEP-1 roads. Through NEEPRA a roads inventory system has already been established and extensive work on designing road surface options has been carried out. These inputs will be built on in developing the maintenance component of the program.

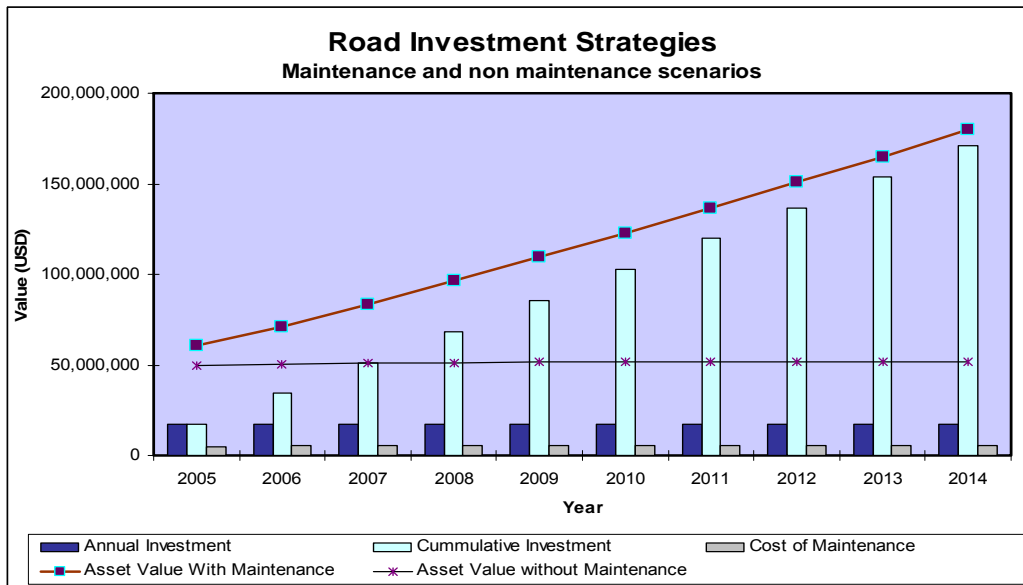
Through NEEPRA the central concept of minimizing “life-cycle costs” for sustainable investments in the construction and maintenance of roads has been developed and this concept will be applied in programming the resources and designing the works.

The justification for an investment strategy that prioritizes maintenance activities can be illustrated by figure-6. In one scenario road investment resources are used to first maintain all of the roads that have to be approved, and then to investment any remaining funds to improve the roads to a condition whereby future maintenance costs can be minimized.

This includes the construction of durable surfaces for these roads. In the second scenario road investment resources are invested in road improvements, without any systematic road maintenance carried out on the roads that were previously improved through NEEP.

It is clear that the first scenario will lead to a much better outcome²⁷ and underpins the need to make maintenance central to the investment strategy as this will lead to a steady increase in asset value. In the second scenario the annual investments will only be sufficient to replace the value of the deteriorated roads.

Figure 6: Road Investment Scenarios²⁸



Another key element of the investment strategy is the concept of connectivity in planning the works. To ensure a maximum economic return from the investments in developing and maintaining the road network, connectivity should be ensured in planning, following the centre - periphery principle.

²⁶ Islamic Republic of Afghanistan, Ministry of Rehabilitation and Development, Vulnerability Analysis Unit: ‘Modelling cost effectiveness and surface options for rural roads in Afghanistan. UNOPS, December 2004.

²⁷ According to the WB Technical Paper No. 409, 1998 the common rule of thumb is that for every dollar not spent on maintenance of roads, the cost to the economy can be as much as three dollars.

²⁸ Source: National Emergency Employment Program (NEEP): A Government Led Review, The Infrastructure Component (draft). February 2005.

This means that initially more resources need to be invested to develop and connect the higher order road network before roads of a lower order are being developed. A careful planning will thus be required whereby the planning of the development of the lower category roads follows the planning of the higher category of roads.

2.6.3 Implementation

Implementation modalities and the physical targets for the construction and maintenance activities are largely driven by the existing capacities of the public and private sector in the Provinces and Districts. The core principles as laid down in this strategy document will have to be adhered to, irrespective of the implementation modality²⁹.

The most important issue is not through which modality works are undertaken but to ensure that operational directives, guidelines, procedures, systems and standards are developed, that the effectiveness of their implementation is closely monitored, and that effective supervision takes place. The program has developed the necessary procedures and systems (as indicated in the various paragraphs of this chapter) and these are already applied in the UNOPS-supported NEEPRA project. The future program will build on the NEEPRA project and will continue to further improve and develop these key implementation procedures, guidelines and systems.

NRAP will implement its activities in 1384 with program development and implementation support from ILO and UNOPS. To increase the efficiency and effectiveness of the support from ILO and UNOPS, this capacity will be integrated in the program's development and coordination unit and in the departments of MRRD and MoPW that are involved in the management and implementation of NRAP. This will also enable a more efficient capacity building of the Ministries' capacities.

NRAP will contract the majority of the works to registered local/national contractors³⁰, based on their qualifications vis-à-vis requirements as determined by the value and complexity of the works. This procedure for the procurement of works will improve NRAP's overall cost-effectiveness of the delivery considerably.³¹ The initial practice where local NGOs were allowed to participate in bidding will be discontinued. Only contractors, who are officially registered as commercial contractors, will be allowed to bid for works.

Under NEEPRA, procurement rules and procedures for the procurement of goods, works and services are applied that are based on the World Bank's procurement rules and procedures. Based on a review of these procedures, the Government's procurement procedures and the program's procurement requirements, the NEEP-JPMU has prepared a slightly modified set of procurement procedures. The introduction of these procurement procedures is pending, awaiting the Government's approval (the draft NRAP procurement procedures should comply with the Government's new procurement procedures and regulations but these have not been finalized yet). In the interim, NRAP will continue to use the NEEPRA procurement procedures.

Whereas the majority of the works will be contracted to local/national contractors through a system of competitive bidding, three other modalities for procuring works will be used to a limited extent in NRAP:

²⁹ In this respect contract management is of vital importance as well as effective monitoring. Over the last two years MoPW and MRRD have significantly strengthened their procurement and contract management capacities. A monitoring system has also been established, including field monitoring. With support from UNOPS, basic systems for contract management and monitoring for NEEPRA have been established. The NRAP management structure will be strengthened in 1384 to further develop the contract management system.

³⁰ The NEEPRA a contractors' registration database established under NEEPRA will be further developed in 1384.

³¹ Other key Implementing Partners that participated in NEEP during the last years often sub-contracted the works to National NGOs who, in their turn, sub-contracted local NGOs or local contractors. This caused substantial overhead costs.

1. Contracting of works to local communities through community contracts³²: This contracting procedure does not include competitive bidding. Contract values are based on the estimated design costs. These community contracts have only a limited value and are only applied for those types of work that only need very limited engineering and supervision (like earthwork moving operations and manual routine maintenance). A critical issue is the quality of the work produced through these community contracts. Past experiences have not always been very successful, mainly because of insufficient supervision. Only when adequate supervision can be ensured, community contracting may be considered (for specific activities only).
2. The implementation of works through international competitive bidding: This system is applied by MoPW for the construction of major rural access works like large bridges and the construction of important paved Province-District roads.
3. Implementation through Force Account: This method will be applied for emergency maintenance (including snow clearing) using machinery

Irrespective of the implementation modality, it is pivotal that labourers, supervisors, foremen, operators and contractors are given a proper orientation and training prior to the start of the works. Experiences show that where this is not done, it will lead to a significant decrease in productivity and quality, a corresponding increase in costs, and lead to delays. When sufficient resources and time are invested in the training of the labourers, operators, supervisors and the contractors, the effectiveness and efficiency of the operations will be substantially higher. During 1384 NRAP's activities will therefore include significant training on contract management for local contractors and for the staff of MRRD and MoPW involved in procurement of works and contract management³³.

Qualified international and/or national NGOs will have a role in providing services in implementing or facilitating NRAP's social mobilization and targeting activities at community level (including training of Social Mobilizers from the Ministries). These NGOs will also be contracted to monitor the implementation of NRAP's social targeting approaches at field level.

Implementing partners and donors often do not report to the responsible Government authorities about their projects, the progress, the effects and the constraints. A reporting regime will be installed that requires the implementing partners and donors to report to the concerned government line ministry. Depending on the type of project, this can be at District, Provincial or National level.

2.6.4 Maintenance of Created Rural Access Assets

Three types of maintenance on basic access roads (earthen or gravelled roads) can be distinguished:

1. Routine maintenance: This is the regular maintenance work which is being done throughout the year. Routine maintenance requirements are labour-intensive and may vary from month to month throughout the year. At the offset and the end of the rainy season for example more routine maintenance is required than during the dry season. The following works are included under routine earthwork maintenance works:
 - Cleaning of deposits, shrubs, etc. in and around culverts, bridges, etc;
 - Repair of rain-cuts, erosion gullies, rat-holes, ruts (=tracks made by traffic) potholes, side-slopes, depressions, etc. of the earthen embankments (all these activities include manual compaction);

³² Under NEEpra a contract procedure and format was developed for this type of contracting.

³³ Adequate contract management is consider an essential pre-requisite for the delivery of the program's physical assets. With labour-based approaches, the average values of contracts are relatively small, which means that the number of contracts is relatively high. The administration and management of these large numbers of contracts require a substantial capacity in the ministries.

- Preparing stock piles of earth along the road side;
 - Repairing turf alongside the slope as and when required;
 - Once or twice a year restoring the camber of the road by raking, grading and compaction (mechanical equipment to be used for this activity);
 - Removing excess vegetation from road shoulders/side slopes as and when required;
 - Removing small obstacles that obstruct or endanger the safe passage of traffic;
 - Activities ensuring undisturbed lateral- and cross-drainage of run-off water (i.e. cleaning and maintaining shape of earthen lateral and cross-drains).
2. Periodic maintenance: Periodic maintenance mainly covers works related to restoring the road to its design cross section and longitudinal section. If routine earthwork maintenance is being done properly, periodic earth work maintenance only needs to be done every 1-3 years (depending on climatological conditions, soils, hydrological conditions and the types, intensity and volume of traffic).
 3. Emergency maintenance: Unscheduled works fall within this category. Emergency repairs are required for example in the case of breaches of the earthen embankment due to heavy floods. Snow clearing can also be classified under emergency maintenance.

In timing various maintenance activities throughout the year, soil, climatological and hydrological conditions have to be considered. Availability of labour for maintenance activities and the condition of the road at the start of the work have to be reviewed as well when preparing the time schedule for various routine maintenance activities.

Routine maintenance is of key importance as it can substantially reduce the overall maintenance costs as it will extend the time between which expensive (equipment based) periodic maintenance is required³⁴. Routine maintenance can be organized through the so-called length-person system³⁵.

The length-person routine maintenance system creates a second round of employment benefits. It can be applied on all the roads improved through NRAP (provided that these roads are still in maintainable condition), and even extended to other higher order roads. This not only helps to preserve the assets but also generates substantial employment to targeted poor people over a wide geographic area.

For periodic maintenance more heavy mechanical equipment is required. The introduction of periodic maintenance using equipment should be carefully designed and managed. Although there are indications that equipment for periodic maintenance is not (sufficiently) available within the private sector, no comprehensive assessment has been made. During 1384 only routine maintenance and emergency maintenance is foreseen. Considering the fact that NRAP will maintain those roads that have been completed under the program in 1384, no periodic maintenance will be required yet in 1384. These requirements will only occur from 1385 onwards.

To ensure that the Government can respond quickly to emergency maintenance requirements, mechanical equipment will be procured and placed at the eight regional centres. Whereas the ownership of the equipment will be with MRRD, the use of the equipment will be shared between

³⁴ Periodic maintenance is at least a factor 10 more expensive than routine maintenance. Experiences in other developing countries indicate that the annual costs for periodic maintenance of earthen and gravel roads vary from US\$ 5,000 – 10,000 per kilometer, depending on climatologic factors, design specification and traffic volumes and modalities. For routine maintenance the annual costs are in the order of US\$ 500 – 1,000 per kilometer. The annual number of labour-days of input required per kilometer is about 200 labour-days per year.

³⁵ Under this system a group of workers is contracted to undertake specified routine maintenance tasks over a given road length. By assigning the tasks to a group in such a way that only a limited number of hours of work per week is needed to completed the tasks, more people can be employed and flexibility is introduced in timing the work. This will increase the scope for participation of specific vulnerable groups.

MRRD and MoPW, depending on the requirements. Annex-2 presents a list with the tentative equipment requirements for one region.

Part of this equipment can also be used for mechanical routine maintenance activities. In addition, MRRD will use this equipment to support rehabilitation/ (re-)construction works on NSP roads.

Maintenance activities will be closely monitored and the findings will be incorporated in the 1385-1388 rural maintenance plan. This plan will be developed in close collaboration with the relevant working groups involved in the formulation of the transport sector strategy.

2.6.5 Technologies for Construction Activities

Within NRAP's strategy the preference is to implement the rehabilitation, (re-) construction and maintenance of works through labour-based methods and technologies, wherever this is technically feasible and cost-effective.

The choice of technology can have important impacts on the costs, durability and participation of the concerned stakeholders, environment and maintenance costs. Whenever labour-based appropriated technologies (LBAT) are more cost-effective than equipment based technologies, these shall be applied, provided that it is technically feasible. As LBAT approaches require more time than equipment based technologies, it has to be accepted that this is a limiting factors in setting physical targets.

Labour-based methods have been found to be far superior to heavy equipment based methods for the construction of basic access roads in places that have fragile environments. This certainly is the case for Afghanistan. The mountainous terrain in large parts of the country, combined with the light vegetative and soil cover, means that great care is needed for any construction works to prevent environmental degradation and to ensure foundation stabilization.

Regardless of technologies used, all interventions shall confirm to international standards. Although the program has made significant progress in improving the quality, issues about quality still persist. Factors that relate to the concerns about quality are:

- The quality of the site supervision: NRAP addresses this issues by intensified supervision and providing training;
- Insufficient application of already developed standardized designs and technical specifications.³⁶ To overcome this constraint, NRAP will promote the institutionalization of comprehensive standards and specifications for different categories of roads;
- Less appropriate designs: Initially designs did not consider functional requirements of roads in terms of traffic volumes. NRAP has developed a model to determine the most appropriate design of surface options for rural roads in relation to functional requirements;

The quality of the works have not always been up to the standard due to above mentioned reasons but it is misperception that labour-technologies are inferior to equipment intensive technologies.

NRAP focuses on durable and cost-effective construction methods that require minimum maintenance. The program has introduced the concept of "life-cycle costing" for different

³⁶ Apart from the array of design standards and technical specifications initially applied by the various NEEP projects, substantial investments in the rural roads sector have been made outside of NEEP. In the absence of standards and specification endorsed and imposed by the Government, combined with weak engineering capacities among various actors operating outside of the NEEP framework, concerns about the quality of rural road interventions have been voiced. These concerns are directed to NEEP in view of its prominent visibility, compared to other projects intervening in the rural roads sector.

surfacing/paving options for rural roads to determine the most appropriate and cost-effective option. Traditionally, gravelling of earthen roads is being done in Afghanistan (in areas where gravel is available) to improve the quality of the road. This option was considered more cost-effective than alternative pavement options like stone pavement or bituminous surfacing in view of the initial construction costs. When comparing the “life-cycle costs” of the different options it appears, however, that gravelling is considerably more expensive than stone paving or bituminous surfacing³⁷, because of the increased maintenance requirements.

Apart from the cost-effectiveness of the above mentioned alternative pavement options, these options are considerably more labour-intensive than gravelling, especially when considering stone pavement. These alternative pavement options also require less maintenance than the traditional gravel or earthen roads. With the limited maintenance capacity available, these options are therefore also preferred.

2.6.6 Capacity Building Private Sector Contractors

The Government policy embraces a strategy of development in which the private sector plays a lead role. However, this ‘new age of Afghan contracting’ is a relatively new development and competencies are weak at many levels.

Private contractors are expected to take a lead role in the construction of the rural access infrastructure but it has become clear that private sector capacity (technical, financial and managerial) is very weak whilst public sector capacity to plan, manage and supervise commercial contract cycle is equally weak. Through the programme considerable experience has now been gained in implementing the works through the private sector.

The demand for public works contractors exceeds the supply while at the same time the quality of the work produced by many national contractors working for NRAP is generally poor. This is a product not only of lack of technical knowledge and experience but also poor business and contract management skills – estimating, programming of works, bidding, financial and cash flow management and so on. This situation is compounded by an un-abling national environment for small businesses such as contractors unable to access affordable credit, thus operating with little working capital and limited resources.

A macro-assessment³⁸ of capacities of contractors (including some NGOs acting as contractors) to bid and manage contracts (based on limited field visits) was undertaken by the recent Government-led NEEP review. This assessment confirmed that although there is a range of capacities, almost all contractors urgently require training and capacity building over the entire project implementation cycle.

It is thus necessary to provide systematic and comprehensive capacity building to the private sector contractors. For 1384 the entry point is to provide training on contract management to local contractors³⁹ in conjunction with the implementation of the rural access works. The training will concentrate on contractors who are currently implementing contracts, and will also target engineering staff involved in contract preparation and supervision.

The scope of training includes primarily quality of works, site management, planning, and measurement of quantities but will also be extended to all aspects of selection of interventions, appropriate design and contract management. The thrust of this capacity building is practical

³⁷ The life-cycle costs of an earthen road are in the same order as the life-cycle costs for stone paved roads or roads with a bituminous sealing.

³⁸ Illi W, Short-term Consultancy for Quick Impact Capacity Building in Private Sector Contractors working on NEEP Construction Sites, July 2004

³⁹ Prior to providing training to contractors it will be required that contract procedures and formats, productivity norms and technical specifications are translated into Dari/Pashto.

knowledge and this will be carried forward by a system of mentorship by which supervision personnel will work with the contractors to develop their skills and quality of works. A proposal and budget for Quick Impact Training on Contract Management has already been prepared, and NRAP plans to implement the proposal in 1384.⁴⁰

To verify the suitability of contractors with regards to various work activities, it will be required to further develop and improve the registry of contractors and classify registered contractors, started under NEEPRA. A similar registry will be required for local Shuras as works that only require very limited engineering skills are directly contracted to the community Shuras. This registry needs to be linked with the planning and resource allocation for future projects.

The feasibility of strengthening the private sector contractors through the promotion of joint ventures with foreign firms or through the establishment of technology transfer centres in Universities needs to be explored as another possible strategy to strengthen the capacity of the local private contractors' capacity.

2.7 Social Targeting Approach

2.7.1 Review

Core principles in developing effective social targeting mechanisms all relate to the principles of equal opportunity and access to work, and equal pay for work of equal value. There should be no discrimination against persons in their employment on the basis of their race, colour, sex, religion, political opinion, national extraction or social origin, or on any other basis set out in national legislation. These principles relate to human rights as laid down in international labour conventions, many of which were ratified by the Afghan Government.

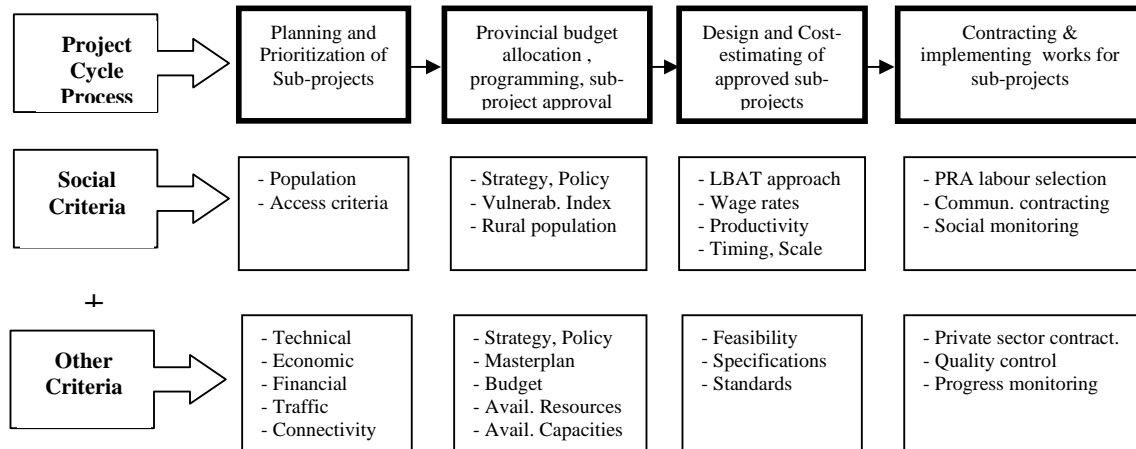
Over the last two years NEEP has developed social targeting instruments at four levels that are included in the overall program planning and implementation cycle:

1. Social targeting through the inclusion of information on population and accessibility criteria in the planning and prioritization of sub-projects
2. Geographical targeting through provincial resource allocation as a means of allocating relatively more resources to areas with relatively more vulnerable people, in line with the Government's Livelihoods and Social Protection policies
3. Social targeting through specific design and cost-estimating modalities and methods for sub-projects, based on labour-based appropriate technologies wherever feasible.
4. Social targeting at community level through labour-selection following PRA methods and the use of community contracting methods for works that require minimum engineering and supervision skills.

The NRAP social targeting instruments within the key framework of the NRAP planning and implementation cycle are summarized in figure-7.

⁴⁰ Without multi-annual funding commitments from donors it will not be possible to implement effective training and capacity building activities for both the private and public sector. In view of the enormous needs and the time required to strengthen the public and private sector, multi-year training and capacity building activities need to be designed and implemented.

Figure 7: Social, Technical, Economic, Financial and Functional Criteria in NRAP Planning and Implementation Cycle



The key social targeting instrument is the provincial resource allocation. The effectiveness of the other three sets of social targeting indicators depends to a large extent on the effective allocation of resources to provinces in relation to their proportional population and relative vulnerability.

In the absence of comprehensive information about (composite) rural vulnerability indicators at the time of developing the 1382 resource allocation model, initially a simple model was developed, based on an equitable provincial resource allocation, with resources allocated proportional to available rural population figures.

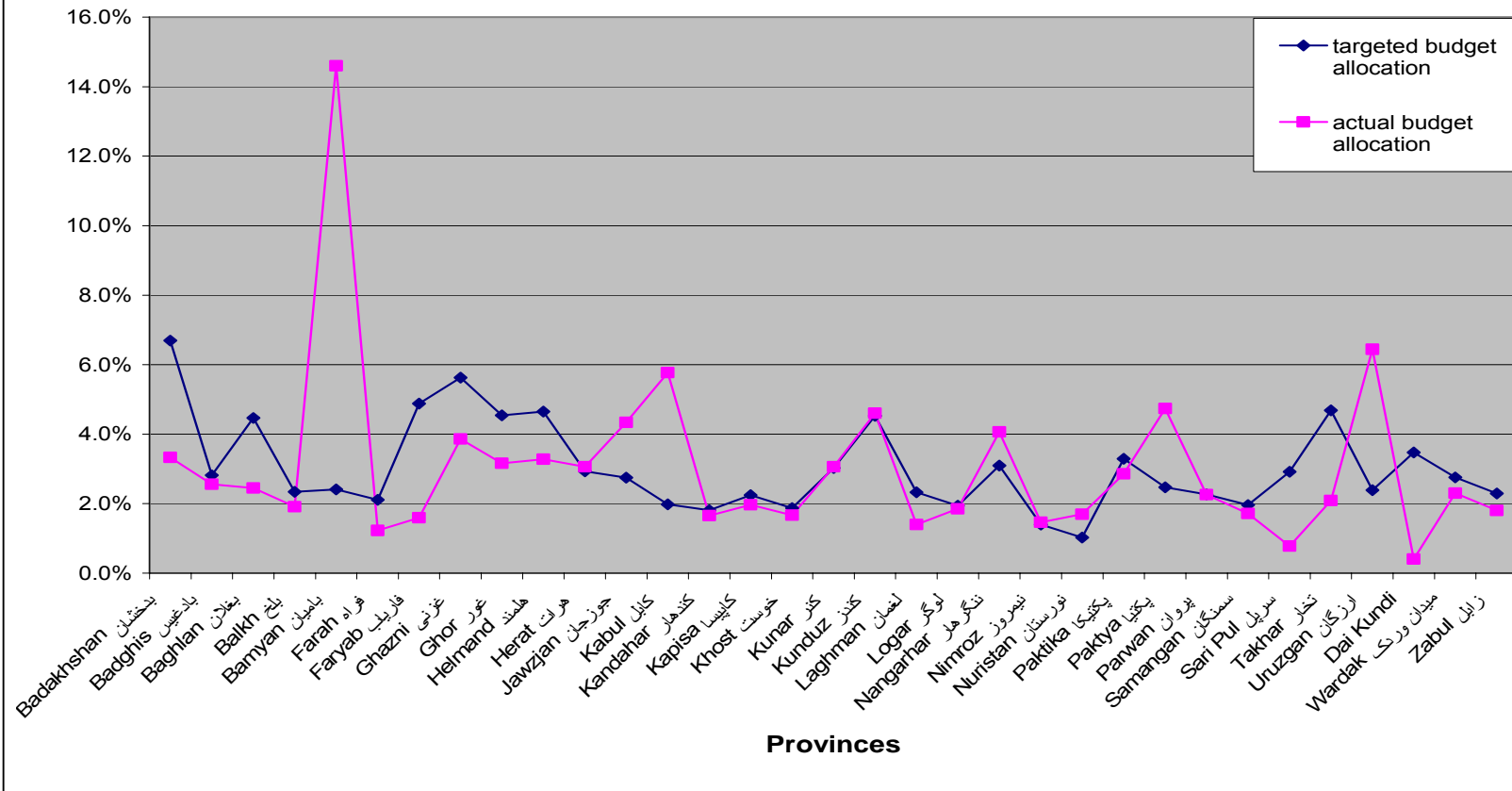
To reflect geographical and provincial differences in vulnerability (in terms of rural access and isolation, relative deprivation from funding through the NDB) these provincial allocations were adjusted on the basis of an indicative assessment of the provincial relative vulnerability. The model was implemented in 1382 for the NEEP budget.

A graphical presentation of the actual provincial funding allocation versus the targeted funding allocation is shown in figure-8. The introduction of the model has been a helpful instrument to achieve a fair degree of targeted budgeting but figure-8 shows that there have been differences between targeted and actually allocated provincial budgets. The key reason for the variation between the planned and actual provincial resources allocation was the fragmented, project-based, nature of NEEP, in combination with initial limited capacities to ensure adherence to the targeted the provincial resource allocation

2.7.2 Provincial Resource Allocation

In 1383 more accurate and comprehensive data on vulnerability and other population characteristics have become available through NRVA, CSO, UNODC, other data providers and the NEEP MIS. This has enabled the program to develop a comprehensive and detailed provincial resource allocation model.

Figure 8: Actual versus Targeted Budget Allocation (as % of total budget)



The resource allocation model⁴¹ adheres to the principles of equitability and includes a provincial composite vulnerability index⁴² to ensure that relatively more vulnerable provinces receive relatively more funding per person (based on rural provincial population figures). These may be found in Annex-3 and annex-4.

The model has been applied to the 1384 National Development Budget for NRAP. To “capture” investments in other labour-based rural access infrastructure programs and projects that are executed outside the framework of NRAP in the provincial resource allocation model, a comprehensive and extensive information management system needs to be established.

This approach is fully in line with the recent directives of the Government to harmonize the coordination between National Priority Programs (NPPs) to ensure equitability in the distribution of resources and to avoid duplication and/or under-sourcing of particular geographical areas. NRAP will continue to promote the development of such a system but will depend on the capacities and cooperation of other partners, ministries, programs and projects to develop such systems.

A clear understanding is required about the function of the provincial resource allocation model, as a guiding instrument for (social) targeted provincial resource allocation, vis-à-vis the function of the provincial roads development master plan as the key instrument for determining actual investments in development the rural roads network. Actual provincial investments in a province may thus differ (within certain margins⁴³) from the investments plan as outlined in the (social) targeted provincial resource allocation plan.

With the introduction of the provincial resource allocation model, in combination with the re-orientation towards a programmatic approach and the increase in capacities within the PDCU, the program will be in a position to closely monitor adherence to the programmed provincial resource allocation.

2.7.3 Social Targeting in the Planning and Prioritization of Projects

NEEP has developed and tested guidelines and procedures for the planning, prioritization and selection⁴⁴ of rural roads. The guidelines include criteria related to the population in the area of influence of the identified roads and also incorporate objectively measurable indicators of accessibility to basic services and facilities.

Accessibility (or a lack of accessibility) to basic services and facilities is one of the key indicators of vulnerability. The guidelines have been tested in Kapisa Province and based on the findings of the pilot, the guidelines were simplified. The simplified guidelines, in combination with the model developed under NEEPR for modelling cost-effectiveness⁴⁵, constitute the instruments for the planning and prioritization of NRAP’s investments in the rural roads sector.

⁴¹ National Emergency Employment Program, Joint Program Management Unit: Model for Provincial Resource Allocation, February 2005.

⁴² Including provincial vulnerability indicators related to access to education, markets, roads, safe drinking water. The vulnerability index also incorporates vulnerabilities in terms of the percentage of female headed households, households with disabled household members, food insecurity, dependency on opium in the rural economy and the risks of external shocks.

⁴³ Based on an indicative assessment of experiences over the last two years, it is proposed that for 1384 this margin is set at plus or minus 25% of the financial investment plan. An exception will be made for the main poppy growing provinces. In these provinces minimum investments should be as per the financing plan, with a ceiling of 125% of these investments.

⁴⁴ NEEP Rural Acces – Field Manual for Road Planning (draft), Kabul, November 2003.

⁴⁵ Islamic Republic of Afghanistan, MRRD, Vulnerability Analysis Unit: Modelling Cost Effectiveness and Surface Options for Rural Roads in Afghanistan, UNOPS, December 2004.

2.7.4 Social Targeting in Project Design and Cost-Estimation

As part of its social targeting strategy the program has developed a number of instruments in the design and cost-estimation of the works:

1. **Labour-based appropriate technologies (LBAT)** as the preferred technology for the design of the works (subject to feasibility)⁴⁶. This approach combines the optimum mix of labour input and the use of light equipment. This ensures adherence to required quality standards and at the same time provides maximum numbers of labour-days in the construction and maintenance. Certain labour-based construction activities provide good scope for participation of vulnerable groups⁴⁷. Additional social benefits of labour-based approaches over equipment-based approaches are the creation of indirect employment opportunities by increasing the cash flow in the local rural economy. Overall 50% of the budget for the NRAP works component will be used for labour wages;
2. **Labour productivity norms**⁴⁸ as the basis for cost-estimating the works and payment of the labourers⁴⁹. This will ensure that men and women receive equal pay for work of equal value. Labours will be paid on the basis of output. This will also increase the output and introduces flexibility in working hours, thus providing more opportunities for the inclusion of vulnerable groups. The application of labour productivity norms has been combined with the introduction of systems of group-based piece work (e.g. for earthwork moving operations) and individual-based task work (e.g. in preparing gabion mattresses by destitute women) in construction;
3. **Wage rates, payments and duration employment:** wage rates constitute important social targeting instruments. If the wage rates are set too high, the social targeting objective will not be achieved. If the rates are set too low, productivities will decrease and the Program will be perceived as a welfare programme rather than a rural access programme. Following the ILO convention on minimum wage fixing, NRAP uses the principle of establishing minimum wages. Based on available information on wage rates⁵⁰, proposed **minimum** average⁵¹ daily wage rates for 1384 have been set. These reflect minimum wages for casual labour during the agricultural slack season. Actual wages will be set through consultations between the employer and the workers' representatives⁵². For the different categories of workers the proposed minimum wages are:
 - a. Unskilled labourers: US\$ 3.5
 - b. Semi-skilled labourers: US\$ 4.5
 - c. Skilled labourers: US\$ 6.0

A system of monthly cash payments has been established. This coincides with the job rotation and the program's administrative and organization procedures. Payments to labourers are made in full, based on the measured volume and value of the completed work. Resources

⁴⁶ Through the NEEPRA project technical specifications for different labour-based construction technologies have been prepared. The project also prepared training modules for the engineering staff on labour-based technologies.

⁴⁷ For example: certain routine earthwork maintenance activities, the preparation of dressed stones and gabion mattresses, the supervision of labour gangs, updating muster rolls of the labour force, administering storekeeping of handtools.

⁴⁸ The NEEP working group on labour productivity norms produced a draft set of norms in April 2004, based on MoPW's 1966 labour and construction materials norms.

⁴⁹ Labour productivity norms are also used for estimating the number of labour-days required for the achievement of the physical targets. This information is used in planning the works and tracking the progress against the set targets.

⁵⁰ Including information on wages from the National Risk and Vulnerability Assessment Unit (NRVA)

⁵¹ In estimating the national average daily wage rates, relatively elevated wage rates in the main poppy growing provinces have been incorporated.

⁵² Actual wages may impact on the costs of the works and may thus affect the annual targeted outputs of NRAP (kilometers of roads and labour-days).

from the World Food Program (WFP) for FFW activities in the rural roads sector are not included in the Government's 1384 NDB for NRAP. FFW activities are no longer included in NRAP's mainstream activities for the following reasons:

- i. Insufficient engineering capacities in WFP, compromising the quality of the work
- ii. Programmatic and logistics constraints to jointly program food and cash resources

Potentially there may be scope to utilize FFW resources to produce construction inputs (e.g. gabion mattresses) for NRAP's mainstream activities. This would enhance the geographical coverage of social targeting, as the production of construction inputs could be done at distances further away from the actual construction site⁵³. In close collaboration with WFP the feasibility of this option will be explored in 1384.

The average duration of short-term employment provided through NEEP to labourers engaged in construction activities was about 30 days. NRAP will continue this strategy in line with its principle of equal opportunity in access to jobs. An employment period of 30 days translates to an income of about US\$ 100 for an unskilled labourer.

For routine maintenance activities it is estimated that 200 labour-days of work are required per kilometre of road. This work will be organized in groups of labourers based on the length-person system. Groups of about 15 workers will be formed and each group will be responsible for an average length of 5 kilometres of road (requiring 1,000 labour-days of input per year). Group rotation will take place every six months. This translates to an average input of 33 days for each worker of the group over a period of six months.

4. **Timing, Scale and Location of Activities:** Proper timing and scaling of activities are very important considerations in relation to the social targeting objective of NRAP. The Program should not compete with other demands for casual labour. Especially during the agricultural peak season implementation a carefully assessment will be done of the local situation of labour supply vis-à-vis requirements. If necessary, operations will be scaled downs during this period or be suspended (except maintenance activities). To avoid inequity in geographical resource allocation NRAP will target those areas that are not served by other key National Priority Programs with substantial labour-based rural infrastructure components (like NSP).

2.7.5 Social Targeting through Labour Selection and Contracting

Social targeting at community level is required to ensure that the relatively poorest in the local communities have access to the short-term employment opportunities offered through NRAP⁵⁴. The program has developed guidelines for community-level social targeting⁵⁵ and within the framework of these guidelines field pilots have been undertaken.

The findings from the pilots have only become available very recently and demonstrated the overall efficiency and effectiveness of the piloted social targeting interventions at community level.⁵⁶ A

⁵³ Due to travel limitations, usually only those eligible people who live within a radius of about 5-8 kilometers from the construction site can participate in site construction activities. The preparation of inputs for construction works (like gabion mattresses) can be done in villages at distances further away from the construction site. The financial feasibility of this approach primarily depends on the financial feasibility, in particular in relation to the costs for transporting the construction materials to the site.

⁵⁴ Initial finding from the Government-led review of NEEP indicated that the initial assumption of self-targeting through setting appropriate wages levels has not been very effective and that the program needs to develop and implement an active pro-poor social targeting approach at community level.

⁵⁵ Transitional Islamic Government of Afghanistan, National Emergency Employment Program: Guidelines for Social Targeting (draft). September 2003.

⁵⁶ NEEPRA, NEEP-JPMU and ActionAid: Pro-Poor Labour Based Infrastructure Works: A Targeted Labour Selection Trial (internal draft), March 2005.

Participatory Rapid Appraisal method was used to identify and select the poorest community members for jobs on NEEPRA sub-projects. The total costs of the trial amounted to only 4% of the total costs of the works component and resulted in the participation of up to 90% of the poorest households in the workforce.

Based on the findings of the trials, minor adjustments in the guidelines and procedures will be made and the revised methodology will be implemented at an expanded scale in 1384. To ensure sustainability a core capacity needs to be developed and much attention will be given during 1384 to train Social Mobilizers from the Ministries.

Another social targeting tool that has been developed by the program (through the NEEPRA project) is the community contracting procedure⁵⁷. Through this procedure the communities are directly contracted and this ensures that the targeted communities benefit from cash injection through the provision of short-term employment opportunities. This type of contracting is only feasible for those types of works that only require very limited engineering and supervision skills.

3. 1384 WORK PLAN AND BUDGET

3.1 Work Plan

Works Component

The outline of the 1384 work plan for NRAP’s works component is presented in table-5. Works will be implemented in all 34 provinces of the country. In the main poppy growing provinces works on District-Village and Village-Village roads will be implemented. These works have a higher labour content (on average 60%) than works on Province-District and District-District roads (on average 40%). Works include the continuation of on-going works (mainly through the MoPW-NEEPRA project and the Kabul Bypass Road project)

Through the NEEPRA project already a basic capacity is in place for the delivery of the works. To a large extent the specific roads for the 1384 work plan have already been identified and cost-estimates have been prepared. The identified roads are primarily those basic access roads that have already been completed under NEEPRA or that have been selected or prioritized under NEEPRA, the EC-NEEP project and the NEEP-DDR project. The already completed NEEPRA basic access roads will either be maintained or upgraded (paved), depending on their importance in the road network.

Table 5: Outline 1384 NRAP Work Plan for Works Component

Activities	SY 1384: 21 March 2005 – 20 March 2006											
	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar
1. Procurement services												
2. Procurement goods/equipment												
3. Prepare detailed implem. Plan												
3. Road (condition) surveys												
4. Designs and cost-estimates												
5. Tendering and contracting												
6. Implement carry-over works												
7. Implement new construction work												
8. Set-up maintenance systems												
9. Implement routine maintenance												
10. Supervision and monitoring												

⁵⁷ Transitional Islamic State of Afghanistan, NEEPRA: Contract for Execution of Works through Community Participation

The EC-NEEP project will focus on the pavement of important District-village roads that have been completed under NEEPRA. Funding allocated under the JSDF-funded NEEP-DDR project will be used for the reconstruction/rehabilitation of basic access roads.

The on-going MoPW component of NEEPRA includes basic access roads, paved roads and the construction of large structures like bridges. The combined coverage of the EC-NEEP project, the NEEP-DDR project and the MoPW component of NEEPRA project includes all the main poppy growing provinces with the exception of Nuristan.

Table-6 summarizes the key works activities under the different sources of funding for 1384.

Table 6: Key Activities for Different Sources of Funding

Source Funding	Status	Project	Basic Access Roads constr.	Paving Roads constr.	Maint. Basic Access Roads	Maint. Paved Roads	Large structures	Works on-going	Roads Identified	Roads Prioritized	Roads selected
EC	approved	EC-NEEP	no	yes	no	no	no	no	yes	yes	yes
JSDF	approved	NEEP-DDR	yes	no	no	no	no	no	yes	yes	yes
WB	approved	NEEPRA ⁵⁸	yes	yes	no	no	yes	yes	yes	yes	yes
SIDA	approved	Kabul-Bypass	no	yes	no	no	yes	yes	yes	yes	yes
ARTF	approved	Core Program	yes	yes	yes	yes	yes	no	partial	partial	partial
ARTF	requested	Core-Program	yes	yes	yes	yes	yes	no	partial	partial	partial

MoPW and MRRD will jointly finalize in April the NRAP road-works implementation plan. Maintenance activities will focus primarily on the roads that have been completed under NEEPRA. Road condition surveys will be conducted in April and May 2005 to establish the current condition of the roads selected for 1384 implementation. The outcome of these road condition inventory surveys will be used in the preparation of the detailed designs and cost-estimates.

The procurement of services under the 1384 work plan for the works-component covers the procurement of the services of NGOs for the social mobilization activities (including the facilitation of identification and selection of labourers eligible for employment under NRAP and public awareness campaigns about poppy cultivation and alternative livelihood opportunities, needs and constraints). The social mobilization activities will be implemented in selected provinces, with the main emphasis on poppy growing provinces.

Goods and equipment that will be procured include maintenance equipment for emergency maintenance. For routine maintenance, the main emphasis will be on the use of labour.

Non-works component

The outline for the 1384 work plan for the non-work component is presented in table-7.

⁵⁸ MoPW component. Works on the NEEPRA MRRD component will be largely completed by the end of 1383.

Table 7: Outline 1384 NRAP Work Plan for Non-Works Component

Activities	Afghan Year 1384: 21 March 2005 – 20 March 2006											
	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar
1. Procurement additional staff												
2. Procurement additional equipment												
3. Detailed management restructure plan												
4. Implement management restructure plan												
5. Prepare training plan												
6. Implement training plan												
7. Prepare Communications/PR plan												
8. Implement Communications/PR plan												
9. Prepare TOR Road Master Plan study												
10. Contract Road Master Plan study												
11. Implement Road Master Plan study												
12. Standardization of norms, specs, systems												
13. Prepare MIS/GIS plan												
14. Implement MIS/GIS plan												
15. Develop Rural Roads Policy/Strategy												
16. Prepare Social Targeting plan												
17. Implement Social Targeting plan												
18. Prepare detailed Maintenance plan												
19. Programming, planning 1385-1388												
20. Budget review and prepare 1385 budget												
21. Prepare M&E plan												
22. Implement M&E plan												
23. Prepare Quality Assurance plan												
24. Implement Quality Assurance plan												

Currently a number of key international and national positions for the NRAP management and implementation structure are not, or only partially, funded under the currently committed 1384 budget. It is expected that it may take up to 6 months to fill the positions, in particular for international positions.

Equipment requirements cover the additional physical establishment requirements for the new management and implementation structure and for the mechanical equipment for maintenance activities. Whereas some equipment can be purchased quickly (like computers), the procurement of equipment like mechanical maintenance equipment, additional vehicles and equipment for MIS/GIS (subject to the outcome of a detailed MIS/GIS plan) will require more time.

Within the strategic framework and work plan presented in this document, a detailed implementation plan for the establishment and operation of the management and implementation structure needs to be prepared. This will be done in April 2005.

A detailed training plan for 1384 will be prepared in the period April-May 1384. Based on the assessment of the immediate training requirements, the following topics will receive priority in the preparation of this training plan:

- Training on contract management for Government staff and local contractors;
- General engineering skills (including staff of NSP facilitating partners)
- Training on surveying techniques;
- Training on designing and cost-estimation
- Training on PRA techniques for social mobilization
- Training on database development and database operation (for MIS)
- Training on AutoCAD and Arc Info (for GIS)
- Training on reporting
- Training on supervision and quality control
- Training in management skills

- Training of Trainers (TOT)
- Training on road network planning
- Training on budget preparation
- Training on monitoring techniques

During the last three months of 1384 a multi-year training plan for the period 1385-1388 will be prepared, based on the evaluation of the 1384 training program and an assessment of the training needs that will be conducted in 1384. The implementation of the multi-year 1385-1388 training plan will be subject to the availability of multi-year funding for that period.

NRAP has prepared a draft communication and public relations strategy. This strategy will be finalized and translated in an operational plan for 1384. At the moment NRAP has no resources allocated for communication and public relations. This has negatively affected the visibility and understanding about the program in the past⁵⁹.

The strategic framework and work plan presented in this document only covers 1384. In close consultation between NRAP, the Transport Sector Working Groups and other involved stakeholders, NRAP will contribute to the preparation of a medium term policy, strategy and implementation plan (1385-1388). The preparation of a rural roads master plan is a very critical pre-requisite in this context. MoPW has already started with the preparation of a roads master plan, covering the Province to District roads. In close collaboration with MoPW and the Transport Sector Working Groups, NRAP will contribute to the development of the roads master plan. NRAP will primarily focus on that part of the master plan that covers the District-District and District-Village roads.

The standardization of norms, procedures, specifications and systems is considered of key importance for the efficient and effective operation of the program. During 1384 NRAP will complete this standardization process and institutionalize its application.

Through NEEpra already a core MIS/GIS capacity has been established. MIS/GIS activities in 1384 will focus on the further improvement of the existing systems, in tandem with the further development of M&E systems. Quality monitoring will be an import activity in 1384 and a specific quality assurance plan will be prepared and implemented in 1384.

3.2 Budget

An overview of the annual budget requirements for NRAP over the period 1384-1388 is presented in table-8. The table also indicates the current funding gaps. For 1384 US\$ 27.5 million has already been committed and the remaining funding gap is US\$ 50.6 million.

Table 8: Funding Requirements, Committed Funding and Funding Gap NRAP

Budget NRAP (in million US\$)						
	1384	1385	1386	1387	1388	1384-1388
committed funding	27.5	12.1	3.1	0	0	42.7
funding gap	50.6	62.9	76.9	85	90	365.4
total funding required	78.1*	75.0	80.0	85.0	90.0	408.1

* Funding requirements in 1384 are higher than those for 1385 because of the procurement of mechanical equipment in 1384

The 1384 provincial budget requirements for the works component are presented in Annex-4. For 1384 the budget requirements for the works component are US\$ 55.7 million, which is about 71% of

⁵⁹ In comparison: NSP has an annual budget of more than US\$ 1 million for communications and public relations.

the total budget requirements of US\$ 78.1 million. The annex also shows that NRAP will be operational in all the provinces in 1384.⁶⁰

The current funding status for 1384-1388, broken down between the current funding commitments for the works and the non-works component, is presented in table-9.

Table 9: Budget Status NRAP (in million US\$)

		1384			1385			1386			1387	1388	1384-1388		
		Works	Non-Works	Total	Works	Non-Works	Total	Works	Non-Works	Total	Total	Total	Works	Non-Works	Total
On-going projects	NEEP-EC	3.2	1.3	4.5	4.0	0.7	4.7						7.2	2.0	9.2
	NEEP-DDR	5.7	1.7	7.4	5.7	1.7	7.4	2.5	0.6	3.1			13.9	4.0	17.9
	Kabul Bypass	0.5	0.1	0.6											
Recently approved projects	ARTF-NEEPR Extension	7.8	7.2	15.0											
TOTAL COMMITTED		17.2	10.3	27.5	9.7	2.4	12.1	2.5	0.6	3.1	0.0	0.0	29.4	13.3	42.7
TOTAL REQUIRED		55.7*	22.4	78.1			75.0			80.0	85.0	90.0			408.1
FUNDING GAP		38.5	12.1	50.6			62.9			76.9	85.0	90.0			365.43

* Including USD 46.8 million for (re-)construction and maintenance works, USD 6.5 million for establishment of Regional Mechanical Compaction Plant and USD 2.4 million for Road Master Plan and services NGOs/Facilitating Partners for Social Mobilization/Social Targeting

A summary of the 1384 budget, with a breakdown of the different categories of budget lines, is given in table-10. More details of the 1384 budget can be found in Annex-5. The staff budget requirements for 1384 reflect the need for the establishment and operationalisation of the management and implementation structure. The staff budget also accommodates the inputs required to establish integrated programming, planning and reporting systems for the Government's public investments in rural roads infrastructure, within and outside the NRAP core budget.

Table 10: Summary 1384 NRAP Budget

	Million USD	%
Staff	12.9	16.5%
Sub grants for Works*	55.7	71.3%
Equipment	1.4	1.8%
Operations	2.9	3.7%
Security	0.7	0.9%
Agency costs	4.5	5.8%
Total	78.1	100.0%

* Includes USD 46.8 million for (re-)construction and maintenance works, USD 6.5 million for establishment of mechanical maintenance plant in 8 Regions and USD 2.4 million for contracting services for the development of the road master plan and for social mobilization services for social targeting (through Non-Governmental Organizations/Facilitating Partners)

The provincial budget allocation is based on the provincial population but has been adapted to reflect the differences in vulnerability between the provinces, along the lines of the model NRAP has developed for determining the composite vulnerability factor and this model has been used to calculate the provincial budget allocations for the works component for 1384.⁶¹ It includes various vulnerability factors, including the vulnerability related to the eradication of opium. The different

⁶⁰ The funding gap in the annex does not reflect possible US\$15 million funding from ARTF for NRAP. Once approved, US\$ 7.8 million will be allocated for the works component.

⁶¹ See Annex-3.

provincial vulnerability factors have been calculated on the basis of an analysis of data from NRVA, UNODC's 2004 opium survey and CSO data. The 1384 NRAP provincial budget allocation plan shows that NRAP will be operational in all provinces in 1384.

Indicative scheduled monthly disbursement rates for the works component are presented in table-11.

Table 11: Scheduled Monthly Disbursement Rate for the NRAP Works Component
(April 2005 to March 2006)

	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar	Tot
Disburs.	3.0	4.0	7.0	7.0	4.0	4.0	5.0	5.0	3.0	1.0	1.0	2.8	46.8
Cumul.	3.0	7.0	14.0	21.0	25.0	29.0	34.0	39.0	42.0	43.0	44.0	46.8	

The disbursement schedule takes into account the different activities as mentioned in the work plan for the works component (table-5), climatological conditions and the availability of labour for works vis-a-vis the agricultural labour demands against the agricultural calendar.

4. LOGICAL FRAMEWORK

4.1 Logical Framework

The Logical Framework is presented in Annex-6

4.2 Risk Analysis

Three possible main risks, in descending order of importance, have been identified:

1. Security situation in the country
2. Willingness of donors to commit multi-year funding for the program
3. Government stability

Security situation: A prediction of the risks related to the security situation in the country is difficult to make. Experiences over the last two years indicate regional differences regarding the security situation. Uncertainty also remains on the effects on security related to the Government's poppy eradication activities. To address the security risk, the program will build in sufficient flexibility in its programming and capacity to enable geographical shifts in implementing its field activities, should the security situation make this necessary. This would have effects on the geographical coverage of the program. The prevailing security situation also makes it relatively difficult to attract qualified staff for key positions, in particular for international positions. The program will launch an intensive recruitment campaign to fill the currently vacant positions. The program has anticipated in its design the fact that recruitment of staff may take considerable time. A period of six months has been reserved for the recruitment of the required additional staff for key positions. In the plan of activities for 1384 NEEP has factored in the expected delays in recruitment, based on the current security situation. The overall assessment of the security risk is **slight to moderate**.

Willingness of donors to commit multi-year funding for the program: The shortage of multi-year donor funding commitments for NEEP during the last two years has complicated the necessary multi-year programming and planning. However, recent indications suggest an increased interest from the side of the donors to commit multi-year funding for NEEP and to channel funds through ARTF. The risk related to the availability of multi-year donor funding is assessed as **slight**.

Government stability: Parliamentary elections are scheduled for September 2005. These elections will be a great challenge for the Government to further strengthen its credibility. The satisfactory outcome

of the Presidential elections in October 2004 can be considered as an indication for the expected outcome of the upcoming parliamentary elections. Although it is difficult to give an accurate indication of the risks associated with the stability of the Government, current trends and recent experience suggest that the risks to the program will be **slight**.