

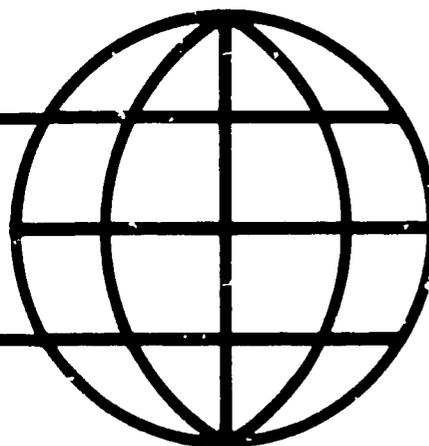
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**COOPERATIVE AGREEMENT ON HUMAN SETTLEMENTS  
AND NATURAL RESOURCE SYSTEMS ANALYSIS**

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**Clark University**  
International Development Program  
950 Main Street  
Worcester, MA 01610

**Institute for Development Anthropology**  
Suite 302, P.O. Box 818  
99 Collier Street  
Binghamton, NY 13902

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REPORT ON ADMINISTRATIVE STRUCTURE,  
MANAGEMENT AND TRAINING FOR BALUCHISTAN  
AREA DEVELOPMENT PROJECT (BADP) PID

Allen K. Jones  
Robert LaPorte, Jr.

Clark University/Institute for Development Anthropology  
Area Development Cooperative Agreement  
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## PREFACE

Under contract with the Institute of Development Anthropology, a team of two consultants, one a specialist in public administration and management and the other a specialist in human resources/training were asked to undertake a study of the administrative context, management constraints and the scope for training for the Baluchistan Area Development Project. The consultants spent eighteen days, from November 8 thru November 26, visiting Islamabad, Lahore, Quetta and the three districts of Sibi, Panjgur and Gwadur interviewing appropriate personnel and visiting development project sites in preparation for writing this report which is to be used in the preparation of the PID. The consultants were Dr. Allen Jones, an independent consultant with an adjunct appointment at the Dartmouth Medical School, and Dr. Robert La Porte, Jr. Professor of Public Administration, The Pennsylvania State University.

The team wishes to sincerely thank all of those individuals who gave of their time, their energy and their knowledge without which the preparation of this report would not have been possible. The team wishes to thank particularly Mr. Zahid Noor, Senior Engineer with USAID Islamabad, who traveled with the team to Quetta and to Mr. Masood H. Khan who accompanied the team on its field travel and made sure that everything went smoothly. Last but not least we would like to thank Mr. M. Saleem who graciously gave of his time to type this manuscript.

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CHAPTER ONE  
EXECUTIVE SUMMARY

This report, while focusing on administrative structure, management and training issues to be taken into account in the development of the Baluchistan Area Development Project (BADP) is also intended to provide direction for the rest of the PID team and later for the Project Paper team. It is recommended that BADP develop three or four projects principally in the areas of surface water resource development and range management, with possible additional projects in fruit production and rural roads. In terms of geographic location of project activity attention should be paid in maintaining the province's ethnic balance, chiefly between Pathans and Baluch, as well as to feasibility in relation to such project activities as design, execution, monitoring and evaluation. Most probable project locations would include the following areas: kacchi plain (surface water development), kakar khorsan (water resource development cum range management), Rakshan River Valley (water, range and agriculture development), and the akra kaur (water supply and irrigation).

The nature and location of other foreign donor activity should inform the project development process of BADP, so that a complementary effect is achieved and other donor experiences are benefitted from BADP must take into account the Province's limited ability to carry out projects through Government Departments. While alternatives should be considered, BADP should attempt to strengthen Baluchistan's administrative structure by providing necessary technical assistance and training.

Regarding project location, type and size certain specific points should be kept in mind: law and order considerations, the Province's ethnic balance and ease (or rather difficult) of access should be considered in deciding location; the importance of water (for agriculture and range management) the potential of fruit production, and the imperative for roads should be considered in deciding type, and in deciding size, projects that have sufficient resources to have a significant positive impact for the largest number of beneficiaries.

Finally, from the administration standpoint a Project Cell approach should be considered for project implementation. It is desirable that USAID activity begin soon in Baluchistan, and it is highly advisable that (without further delay) direct contact be established between the Mission Director and the Governor of Baluchistan in order to insure the smooth development of USAID project activity in that province.

## CHAPTER TWO

### INTRODUCTION

#### Methodology/Approach/Constraints

In the preparation of this report, the team used various methods to gather information. These included review of pertinent documents, interviews with appropriate persons in all places visited, travel to the cities of Lahore and Quetta as well as Islamabad and field visits to three districts of Baluchistan; Sibi, Panjgur and Gwadur. In addition, the team members had informal consultations with officials and non-officials alike, some directly involved in areas under project consideration and some not, whom the team came across in the course of their investigations. In the appendices at the end of this report can be found lists of individuals met, sites visited and documents consulted.

The team used the Pre-PID Report of the Baluchistan Area Development Project (BADP), compiled in October 1982 as both a body of reference material and as a point of departure for its own work. The Pre-PID Report proved useful in the ground it covered, literally as well as figuratively, and in the focus it provided, namely in its rationale for a project of water development, control and management. With this in mind, the districts of Sibi, Panjgur and Gwadur were selected for visits. The team had also hoped to visit the northern districts of Zhob and Pishin but the weather intervened. The team generally had to work within the constraints of weather, travel and time (we were three days late in getting to Quetta and in the end arrived by road). And even though it was not possible to consult with all knowledgeable individuals, visit all

potential sites and review all pertinent documents, the team is confident that the information gathered and the material consulted represents most all that is important and that the ensuing report will prove useful in the completion of the PID.

Program Followed/Individuals Consulted/Sites Visited

In the course of carrying out its program, the team consulted those individuals who would be most useful in providing information and perspective for the team members' terms of reference which dealt, on one hand with management and administrative issues and on the other with training issues - both areas of concern for the PID stage of BADP. The team met officials at the provincial and local government levels, particularly those in such departments as agriculture, irrigation, livestock and planning and development; officials associated with appropriate training institutions both within and outside Baluchistan; officials with various foreign donors; officials and elected members of local councils and private citizens. Close to 30 individuals were interviewed or informally consulted.

The above criteria as well as the recommendations of the Pre-PID Report were used to determine site visits. Lahore was visited in order to see the On-Farm Water Management Institute and to talk with people at WAPDA and in Baluchistan the districts of Sibi, Panjgur and Gwadur were visited because it is thought they are likely or possible sites for BADP activity.

Islamabad

Officials consulted in Islamabad included Mr. Fakhar Imam, Minister for Local Government and Rural Development, Government of Pakistan (GOP), Mr. Sikander Hayat Jamali, Deputy Secretary, Ministry of Information and Broadcasting, GOP, Mr. Wendt and Ms. Matte of the West German Embassy, and Mr. Wolfgang Siebeck, Resident Mission Chief of the World Bank.

Among the points Mr. Imam made was the one that resource constraints in the Local Bodies scheme have limited training mostly to Chairmen of the District Councils but that training is also envisioned for the councilors though this will not likely come about until the scheme is better established. Mr. Imam also said that he did not know when the report of the Local Bodies Commission would be completed nor whether it would become part of the public record.

As the highest ranking Baluch in Pakistani government, Mr. Jamali was visited to gain a perspective on development in his province. Among the points that he made were: the three legal traditions currently present in Baluchistan need to be integrated into one uniform system particularly in light of the development that is now taking place in the province; the people of Baluchistan must be associated with the development process if it is to succeed; the tribal system is breaking down as educational and economic opportunities increase; and for the near future at least, trained people will be required from outside the province if development schemes are to go forward.

Mr. Wendt of the West German Embassy briefed the team on the Vocational Training Center being established in Quetta and also on the self-help project the Germans are developing in Lora district. The

Center was started mainly with the Afghan refugees in mind but now up to one-half the participants will be locals. They are trained as mechanics, welders and electricians, by a staff headed by two Germans with the rest (16) locals. The Germans will also supply equipment.

Under the self-help scheme, the emphasis is on the communities to make known their needs and then for the local councils to carry out the schemes for roads, water supply etc. that meet those needs. The view of the Germans is that the local councils need assistance in the planning and design of schemes and that the Local Government Department with whom they are working on this project is overstaffed but underqualified and that they could likewise use help in planning.

Mr. Siebeck of the World Bank reported that in its minor irrigation project for Baluchistan the design stage had been undertaken for five of the project's schemes and that 23 remained to be done. WAPDA, P&D, I&P, and agriculture are to be involved with the project's implementation. BDA was considered by the Bank but was not included in the project. While the local councils will play a limited role in this project, Mr. Siebeck was hopeful about the prospects for the local bodies scheme. He pointed to UNICEF's experience as encouraging; in Mansehra district where a five-year development plan has been developed and the village agreements that are being undertaken in Baluchistan. He feels the local councils can provide a crucial bottom level link for the delivery of social services which until now has been sorely lacking (see Appendix M).

### Lahore

In Lahore a visit was made to the On-Farm Water Management Training Institute (established with USAID assistance and to be further supported by the World Bank) where a meeting was held with the Director, Mr. Mushtaq Gill. Mr. Gill informed the team that the Institute has been providing training for government staff from Baluchistan and that there is scope at the Institute to provide training for staff according to the requirements of BADP. (More on the Institute in Chapter 5)

Also in Lahore a meeting was held with Mr. Kidwai, Director-General of WAPDA's Hydrological Survey Division. For several years WAPDA has had a joint project with UNDP to undertake ground water surveys in the districts of Baluchistan and more information was sought on this venture. He reported that in general the investigation for good ground water for domestic as well as irrigation use in Baluchistan had reached an advanced stage and that the results were promising. He said that the studies for the Zhob and Nari River basins were completed, that the feasibility report for Sibi-Dhadar would be completed in four-five months and the one for Pishin district was awaited. He also said that Panjgur district had been found feasible for tubewell development.

Other institutions in Lahore which were considered in light of the possible requirements of the BADP were the University of the Punjab and the University of Engineering and Technology but given their present facilities they are thought not to be relevant institutions. The University of the Punjab is principally a university for the arts and the humanities and it does not have any affiliated specialized institutes that might be

appropriate for the needs of BADP. The University of Engineering and Technology has a number of faculties (i.e., civil, electrical, mechanical, mining, metallurgical, petroleum and gas, chemicals, public health) but none in the fields of agriculture or irrigation. There is also a Veterinary Research Institute in Lahore but little is known about its activity. Attempts to establish contact were not successful. This Institute was considered in respect of the range management/livestock activities BADP may undertake.

From Lahore the team returned to Islamabad for a flight to Quetta but it was cancelled and the team had to return to Lahore. The next day the team planned to fly to Quetta but when the flight was cancelled due to bad weather, the decision was made to fly to Karachi and travel to Quetta by road to make sure we got there. Three days were lost by these constraints of travel and weather. These factors must be kept in mind in planning subsequent trips to Baluchistan. The RCD highway from Karachi to Quetta via Las Bela, Khuzdar and Kalat is the fastest surface route (8 hours) but special permission must be secured from GOP and GOBAL for such travel (there has been dacoit activity on this road in recent weeks). Because we did not have such permission in hand we had to travel the longer route via Hyderabad and Sukkur, staying the night in the latter city. On the following day we stopped in Sibi district (enroute to Quetta) to hold our first meeting in Baluchistan.

#### Sibi District

We met principally with the D.C., Mr. Shakil Haider, and the Superintendent Engineer, Mr. Mohammad Azim Baloch. Mr. Baloch told us that there were four or five proposed flood irrigation schemes for Sibi

district and he would forward the papers on these to the USAID Office in Quetta to be forwarded on to Islamabad. These papers should be looked at by the PID team as these schemes might be included in the BADP.

Regarding irrigation in his district, Mr. Baloch remarked that there is a problem with salinity. He estimated 400,000 acres in his district were affected by waterlogging. He mentioned that while some irrigation schemes (flood) have been undertaken on the Nari river, there is scope for more, as well as on the Chathur and Fulaji rivers further south. With respect to foreign donor involvement, the Kuwait Fund has identified some schemes for their assistance (on the Nari) and the EEC for a scheme on the Chathur.

Mr. Baloch was reluctant to talk about training needs of his Department (he referred us to his supervisors in Quetta) but he did admit that sub-engineers could benefit from additional training (he said a month would be sufficient) in survey work, estimations and planning. The sub-engineers are trained at the Polytechnic Institute in Quetta.

The team visited the Mithri Irrigation Scheme on the Nari river completed a few years ago by I&P. It is a diversion weir and presently irrigates 20,000 acres through a right channel. There is a proposal to add a left channel to irrigate 10,000. Rains the previous day had produced a flood of 65,000 cusecs, down to 10,000 when we visited. The USAID engineer traveling with us, Zahid Noor, remarked that the weir looked well constructed though its cost (Rs. 2 million) was high and it took longer (5 years) to complete than the 2 years it should have taken.

## Quetta

In Quetta, one team member met Abu Shameem Arif, Director of BDA, Dr. Faqir Muhammad, Undersecretary of the Livestock Department while the other met Brig. (Retd.) Agha Akbar Shah the Vice-Chancellor of the University of Baluchistan and together (along with Mr. Zahid Noor), Senior Engineer, USAID/Islamabad and Mr. Masood Khan, Officer with the USAID Quetta office) they met Mr. Atta Muhammad Jaffar, Secretary, P&D Department, Mr. Idris Sherwani, Director, Rural Development Academy, Quetta. We also met Mr. Muzaffar Ali, Deputy Director, On-Farm Water Management Project, Department of Agriculture, GOBAL, Mr. Muzaffar Chaudhry also Planning and Program Officer with OFWM and Mr. Arif Masood Ansari, Principal, Agricultural Training Institute, Department of Agriculture, GOBAL. Interviews with Dr. Saeed Ahmad Khan, Director, Fruit Development Project, Department of Agriculture, GOBAL, Dr. Cartwright, FAO Advisor with the Fruit Project and with Brig. (Retd.) Mohammad Mushtaq, proposed Project Manager for the World Bank's Minor Irrigation Schemes Project in Baluchistan completed the team's discussions in Quetta.

The BDA Director discussed two projects, the Bela Ground Water Scheme and a new flood irrigation project to be undertaken in the Nisai river basin (see p. 3-8). BDA was also discussed as vehicle for project implementation (see Note in Appendix C).

The Livestock Undersecretary discussed staffing and training needs of his Department (see p. 3-7). He also said that the Department is trying to build on the old USAID range management project developed

in the 1950's and 1960's (which had been administered by the Forestry Department). He also mentioned that no projects to date had been undertaken in Panjgur district but that there was vast potential in that district.

The Vice-Chancellor began by discussing the PC-1 to develop a Faculty of Agriculture at the University of Baluchistan (see Appendix E). This project is to cost US \$ 11 million and covers developing a new site on 300 acres for a separate agricultural faculty, to include buildings and necessary equipment. A range management component is being prepared as a supplement to the PC-1 and should be ready in 1 - 2 months.

The University has presently 18 faculties (10 in the sciences), a faculty of 175 (all of whom had at least their Masters - there are 16 Ph.Ds.) and a total enrollment of 2600. Most are undergraduates though there are 10 affiliated colleges with the University, including a Law College and a Medical School (Bolan). The Vice Chancellor estimated 60 - 70% of the student body were locals with Baluch and Pathan about evenly divided.

The V-C said that there would be great scope for training in agriculture, irrigation and range management once the agriculture faculty was completed (1988). He said the university did not presently have ties with the Polytechnic and Quetta nor with ATI but had developed ties with other universities in Pakistan, principally with Karachi. The V-C did not foresee difficulties in attracting faculty members for the new agricultural faculty as there were candidates in mind and, in addition, faculty from such departments as Botany could help in the earlier stages.

In the meeting with the P&D Secretary he indicated that the training scope for the BADP would not have to be limited to the project's activities. He asked if USAID could take on the PC-1 for the university's new agricultural faculty. He also said that there was no institute in Baluchistan at present that provided training for projects in the water area.

The Fruit Project staff were asked how they thought USAID might have input in the fruit development area. Dr. Khan suggested that the production of virus-free fruit trees might be considered with components for technical assistance and training. Though they were not able to give any cost estimates for such a project they suggested its features might include a site of 10-15 acres, buildings and equipment and a staff of one or two experts, a local staff of 3-4 graduates and 10 laborers. Viruses affect all fruit trees according to Drs. Khan and Cartwright. (See also p. 3-4.)

The RDA Director discussed the efforts being made to get the Academy established, namely to have a proper site and to have a full complement of staff. He discussed the activities of RDA that are proceeding despite these constraints. The focus is on training for the Academy's own staff but also on providing training for the local councils' staff. He felt that RDA could serve as a training site for USAID project activity but that RDA would be better able to handle such responsibility once it was better and more fully established.

Brigadier Mushtaq advised that three priorities need to be established in order to have a successful water development project in Baluchistan. The first was to have a reliable body of data is

such areas as hydrology and sedimentation. A second was to have a maintenance system for the project's works based on an understanding of how such systems are undertaken in Baluchistan today. The third is the lack of line department staff especially for design, construction and supervisory roles. He was hopeful that Pakistani engineers could be recruited from the Middle East by offering attractive salaries and benefits. He was discouraging about trying to implement a project through the government departments because of their severe staffing constraints and supported instead the Bank's model of having a Project Management Cell.

The staff from OFWM and ATI were met together and they discussed the activities being undertaken by their respective organizations despite the fact that neither is yet fully established. ATI for instance is having its building completed (est. late 1983) and OFWM has yet to make a full directorate of the Department of Agriculture. ATI has started training 20 field assistants in its two year diploma course but as there is only one instructor on the staff most of the time is spent in visits to research institutions and to the field. OFWM staff have worked on 13 - 14 water channels a year but this is far below what the number should be. (For more on ATI and OFWM see chapters 4 and 5.)

Following 2-1/2 days of meetings the team left for Panjgur district via Kalat. Our first meeting in Panjgur was with the D.C., Mr. Ali Dost Mengal, a Brahui from Mastung (thought to be the only Baluch D.C. in the province) with nine months tenure who briefed us on his district. He informed us that since 1972 the land in his district has been exempted from assessment and while he did not go into the reasons for this it was presumably because even though the assessments were very low the people

were having difficulty paying them. In Panjgur land that is barren is government land and land that is brought under cultivation by the people belongs to them.

There are four primary water sources in the district: (1) karjos, underground channels that lead off the Rakshan river and carry water to fields, (2) flood water bunds that trap flood water and silt and provide an adjacent area for cultivation (such schemes are plainly visible from the air and are a fair number especially around Panjgur town) (3) open surface wells for drinking water and in some cases for irrigation through use of a diesel pump and (4) karezes which are both old and new in the district.

Wind power was discussed as a possible energy source (i.e., wind-mills). The district has particularly strong winds in the summer from May to September but of course no figures exist of wind speed records etc. (see Appendix S).

Rainfall occurs in Panjgur both in the summer and winter seasons but the annual rainfall is very low on average (around 6-8") and sometimes it does not rain for 5-6 years. This year some rain fell in February and April.

The 1981 population figure for Panjgur is 161,000; a marked increase over the 1972 census figure of 56,000. The D.C. explained the difference by saying that the 1981 census was a more thorough census and counted the people in the hills particularly. He also said that people are leaving the nomadic life and coming to towns. He estimated the pastoral community at about 1/3 of the district's population. There are

1 lakh people within a 10 mile radius of Panjgur town. Most people are involved in date production which is exported to Karachi.

The D.C. identified the chief needs of his district as water for drinking and irrigation and roads in order to get produce to market. He also cited a lack of manpower in his district which is a result of Oman government recruitment as in the other Mekran districts. But Panjgur apparently also attracts workers from Kharan and Kalat districts because of higher wages.

The old families of the district are the Ghickis and the Nausherwanis. But most people simply call themselves Baluch according to the D.C.; he says there is less tribal structure in Panjgur and it is largely a peaceful area, at least at this time.

There is one inter college in the district at Panjgur and a teacher training school (30 students), five high schools (including one for girls), 11 middle schools, 32 primary schools and 14 mosque schools.

There is a hospital in Panjgur (few operations are undertaken owing to limited power supply) and 6 basic health units. District health staff is comprised of a District Health Officer, 2 male Medical officers and 1 female MO, a dental surgeon, a Lady Health Visitor and a Compounder. One of the male doctors is from Panjgur district, the rest are from outside but are domiciled in the province.

Some of the schools had been built during the Basic Democracies period and the health units by the PWD department (antecedent department to the Communications and Works Department). Now the Local Councils have responsibility for the construction and maintenance of such buildings.

Officials of nation building departments we met with included the Assistant Director for Livestock, the Assistant Director for Local Government, a veterinary doctor, an engineer posted with the District Local Council (DLC), an SDO from the Irrigation department, SDO with C&W, and an official with the Directorate of Agricultural Extension.

With regard to livestock, there is a poultry farm in the district started with UN assistance which carries out a vaccination program and is also promoting hybrid breeds. In Panjgur there are mostly sheep and goats with some cows and bulls. There is no local supply of fodder so it comes from Quetta. Grasses are not abundant in Panjgur and stock water sources are few and far between. Many animals are lost to drought when there is no rain for 2-3 years. The livestock official said there was a need for a dairy farm as there was a shortage of milk and an artificial insemination program should be begun.

With respect to irrigation, the SDO showed us proposals for two flood Irrigation Schemes-Guderza and Basad estimated at Rs. 2,396,229 and Rs. 3,298,700 respectively. These two are in a pre-PC-1 stage and were only forwarded to Superintendent Engineer, Turbat in June. According to the SDO, no foreign donor had yet expressed interest in either. The Guderza scheme (which the team later visited) is located 35 miles from Panjgur off the Turbat road. Formerly, there was a scheme constructed there in 1972 but before it could be completed, due to disputes between beneficiaries (since resolved apparently), it was washed away in a flood 2-3 years later. The scheme would irrigate 1,000 acres and benefit 300-350 persons through a 10,000 channel.

The Basad scheme is located in Prome sub-tehsil 60 miles SW of Panjgur. It is on the Basad river, a tributary of the Nihang and would irrigate 1500 - 2500 acres.

Other schemes the SDO mentioned included the Jowantag Perennial Irrigation Scheme (60 miles from Panjgur east in Ghichak tehsil on the Jowantag river, proposed in 1980 and a feasibility study undertaken by NESPAK) and the Nag Irrigation Scheme (actually in Kharan district on the Rakshan river but under the Panjgur district's irrigation jurisdiction) which has already been sanctioned and the work is to start.

The Department of Agriculture official in Panjgur is actually with the Directorate of Agricultural Extension. He said there was a need for a research station for dates in the district in order to enhance production of better varieties. He mentioned there was a small nursery for fruits in Panjgur, namely dates, pomegranites, grapes, apples, cherries, and figs. He said they distributed about 10,000 plants last year and have had about a 60-70% success rate. This official also told us that the farmers produce as much as they can and he did not feel that difficulties with getting produce to market was that much of a constraint.

In addition to the nation-building department officials, the team met with three local councillors from the District Council. They were asked about the schemes they were undertaking (schools, BHUs, karezes) and what their priorities were for the district. Roads were first, how else could they get their produce to market? Electricity (for tubewells as well as domestic use) was second and water for animal flocks was third, needed especially in the mountainous areas where storage dams and

flood bunds (lower down) would be useful, the later to provide fodder.

The councillors mentioned that their budget of Rs. 5 lakh did not go very far and with low economic productivity in the district they were reluctant to use their taxing powers to raise revenue. This situation is another reason why they stressed the need for roads.

On its field trip into the district, the team visited, in addition to the Guderza Scheme, a karez scheme nearby that is not yet complete, a water supply scheme for the village of Kata Garhi and a tubewell-fed orchard also in Kata Garhi. The tubewell operation was complete (it also doubled as a flour grinding operation for locally grown wheat) and a flood protection bund has been constructed to protect the orchard and in the flooded land wheat is sown. The projects in this area represent a mix of public and private enterprise (the local council is finishing a pucca primary school and a BHU in Kata Garhi) and the team was impressed with the way these projects are being completed.

The team left by air from Panjgur to Gwadur. The initial plan had been to drive from Panjgur to Gwadur but the Bronco blew in tire on the way to Panjgur and there was only one spare which could not be replaced due to special tire size on the Bronco. So we elected to fly (the D.C. was helpful in getting us seats) and this was better as it gave us more time in Gwadur - enough time to see the Akra Kaur dam site which was our main reason in going.

We were met by Mr. Shaukat Baluch, Executive Engineer (EE), and taken by jeep to the Akra Kaur site. (There is no direct road and we got lost for a while but eventually with the aid of a local herdsman were able to find the site.) There is already a temporary dam site on the Akra Kaur

river) near the ocean but the water has become brackish, hence the idea to build a new scheme farther back up in the mountains. This scheme will provide drinking water for the towns of Gwadar, Jiwani and three smaller towns (population 50,000) as well as have potential to provide water for irrigation (10,000 acres). (The irrigation component was not in the original feasibility study undertaken by NESPAK but the EE says that a feasibility study has since been done for irrigation.) The project has a cost figure of US \$12 million and would take 36 months to complete. The dam width would be 340 meters and 20 meters in height. From what the team could see of the scheme along with the information on the scheme that is available leads to the conclusion that the Akra Kau dam should be seriously considered by USAID for inclusion in BADP.

From Gwadar the team flew to Karachi and from there to Islamabad where the report was drafted. Despite the constraints of time, weather and travel, the team felt on balance that the individuals contacted and the sites visited were sufficient in number and variety to provide for an ample body of information upon which viable conclusions and recommendations could be based. These follow later in the body of this report.

### CHAPTER 3

#### PROVINCIAL ADMINISTRATIVE STRUCTURE/INSTITUTIONAL INPUTS

As indicated in previous USAID reports (see Appendix P and Project Paper on Developing Training Support), the managerial and administrative capabilities of the Government of Baluchistan are limited and, indeed, fragile. The Province's vast geography and limited experience as a governmental unit (the Province was formed in 1955, incorporated into the One Unit of West Pakistan in 1956, and reestablished as a Province in 1970) are contributory factors to the limited capability of the gobal in the area of economic development. In addition, the nomadic nature of a substantial portion of its population increase the costs of administration, particularly development administration. Its manpower supply in the administrative, professional and technical (APT) areas are largely met bt personnel brought into the province from other provinces--principally Punjab and NWFP. Even in the area of unskilled labor, for example, the mining industry which depends upon labor from Swat, the Province relies upon outsiders. Consequently, the charge of domination from the outside (a particularly sensitive political, economic and social issue) has been and continues to be raised by the indigenous Baluch.

It is a fact, however, that Baluchistan's public services could not function without outsiders. There are not enough educated and trained Baluch to carry on either the traditional functions of Government (law and order and revenue collection) or the newer functions of economic development. In assessing provincial administrative structure and institutional inputs to development efforts, one must keep in mind that for the foreseeable future, the Province must rely on outside sources of apt

and skilled/unskilled labor. At the same time, it is critical that provincial institutions for education and training be strengthened and that every effort should be made to provide Baluch with educational and training activities that would qualify them for positions within the provincial government.

In assessing the provincial administrative structure and provincial institutions as possible contributors to USAID's Baluchistan Development efforts, an attempt was made to target in on those provincial institutions most likely to have had experience in the kinds of projects (surface water, range management, fruit production) that would eventually form the bulk of AID efforts in the province. Consequently, one staff agency (the Department of Planning and Development--P & D), four program agencies (agriculture, livestock, irrigation and power, and local government and rural development), four sub-department units (Agricultural Training Institute, On-Farm Water Management Training Institute, the Fruit Production Institute, and the Rural Development Academy), and one public enterprise (the Baluchistan Development Authority) were examined and assessed. The objective was to identify further the administrative capacities and technical abilities of these institutions, their administrative/technical limitations, and their actual experience in development project design, execution, and evaluation. The following inventory, then, profiles each institution and the chapter will conclude with recommendations for utilizing existing provincial institutions.

Planning and Development Department (P & D)

The critical staff agency for development activities is the P & D Department. It performs the function of reviewing and critiquing the Development Plans submitted by the program departments through the Provincial Annual Development Programme (ADP). In this capacity, it can either facilitate development activities for stimy them. The process of review has both a technical as well as a political side. Although staff capabilities are limited and the educated, experienced manpower in the Department is spread thinly, the P & D has been able to review and critique departmental development plans but it has no evaluative capacity. In other words, using the PC-1 process, P & D's responsibilities virtually end with the PC-1. It does not become involved in the PC-2, PC-3, or PC-4.

Its technical staff is short of trained economists. Even those who possess the necessary credentials are often anxious to move on to positions in other provinces. Often, the Secretary of P & D must block promotions or transfers of his staff in order to preserve the Department's existing analytical capability.

The policies of P & D's review process is more subtle and less visable. It does have "favorite" departments and programs--often in line with the priorities of the Governor. In the absence of ministers (Baluchistan is the only province without a ministerial level), the decisions to approve PC-1's and to provide the allocation and sanctioning of funds for specific projects are subject to bureaucratic in-fighting and politics. Of course, this is not uncommon in other provinces but tends to be more marked in Baluchistan. If the Governor wants a particular project, it will be

approved, funded and executed. It is the old case of directive leadership, in the absence of which little is accomplished.

It is very clear that without the active cooperation of the P & D, development projects cannot be undertaken. Consequently, P & D because of its prominent role in development planning and resource allocation, must be cultivated and continually assured that its development objectives are given careful consideration, and perhaps incorporated into the USAID Baluchistan Area Development Project. Without the active assistance of P & D, development projects will not be approved. This first hurdle, therefore, must be completed.

#### Department of Agriculture

As is the case in other provinces, the Department of Agriculture, GOBAL, is a department of "last resort." By that phrase, it is meant that if positions are unavailable in other departments, a graduate (B.Sc.) will accept a position in agriculture--not by choice but because of the lack of other alternatives. Thus, the Department receives the "dreges" of the educated class in Baluchistan.

The Department does not have high status in the eyes of the rest of the provincial government. Its performance to date has been extremely weak. Extension operations which should be the heart of any agricultural operation are very limited. Research in agriculture is also very limited and does not interface with the extension operation. Most agricultural field workers are underpaid and underutilized--most farmers in Baluchistan do not rely upon the extension officer for information regarding improved

seeds, fertilizer or pesticides. Virtually no "model farms," nurseries, or experimentation stations exist in the Province--an exception is the Fruit Production Institute in Quetta which is just beginning to start operations after several years of problems.

#### Agricultural Training Institute (ATI)

The ATI exists only on paper. It does not have a functioning faculty. There are provincial plans to develop the ATI in conjunction with the development of an agricultural faculty at the University of Baluchistan but at present it has no significant training function.

#### Fruit Production Institute (FPI)

With the assistance of the FAO, the FPI was established in 1978. However, it was not until this year that the Institute began operations in Quetta district (see Appendix Q). By June 1983, it hopes to complete its first phase--the establishment of a field station in Quetta devoted to the study of upland deciduous fruit production and the distribution of seedlings to farmers in the Quetta district. The UNDP has contributed to the extension of this project through 1988--this involves a 50% match from the Government of Pakistan. An attempt will be made to improve the production of deciduous fruit trees through the introduction of virus free varieties. However, the Institute is in critical needs of outside experts as well as training (4 to 5 months) for its present staff. No work is being done on sub-tropical agriculture--there is no research station in Baluchistan that addresses this topic even though coconut and dates are being cultivated in the southern districts (Mekran coast area in particular) of Baluchistan. The Institute does not have basic data on the number of fruit producers that might benefit from its efforts.

Staff complement at the FPI includes two experts, 4 gardeners. There is no in-country deciduous fruit institute although one is being proposed for the Agricultural College at the University of Baluchistan. Although education and training of both officials and farmers is a pressing problem, even more so is the problem of extension--a situation very similar to the rest of the Agricultural Department.

#### On-Farm Water Management Institute (OFWMI)

The OFWMI is another "paper" institution in the Department. Although training has been initiated this year, only twenty officers have been enrolled and the training program consists of "occasional lectures plus touring of different areas of the province" (interview with OFWMI officials).

To fill the vacuum, Baluchistan has been sending agricultural sub-engineers and agricultural officers (grades 11 and 17 respectively) to the OFWMI in Lahore. So far, six have been completed training and five will be sent this year. According to Department officials, the training is appropriate particularly for Nasirabad District (the only district in Baluchistan that depends heavily on irrigation other than flood irrigation), and to some extent, Sibi and Pishin districts. According to Department officials, the Lahore operation is the best, followed by the On-Farm Water Management Center in Hyderabad which focuses principally upon land leveling. However, the problem with training department officials is that once trained, they attempt to transfer to the Communications and Works (C & W) Department--the reasons being that field positions are more attractive--more power, less supervision, more facilities (jeeps, etc.) and more opportunity for additional remuneration through "bribes."

Unlike the case in the Punjab, the OFWM operation in Baluchistan is not a separate directorate--it is an appendage to the Department and does not enjoy a high status. There are 350 field assistants in agriculture that are untrained. Officials in the province would like to see the establishment of a separate On-Farm Water Management Center within the Agricultural Training Institute. However, as was mentioned earlier, the ATI is still a "paper" institution with only two instructors (out of eight sanctioned), only its administrative block has been constructed (no hostel arrangements), and completion of the Institute's Physical plant is not expected until late 1984--if then. Although the training of farmers is part of the ATI and OFWMI missions, no training at this level has commenced.

It appears that the best training strategy for agricultural officers in Baluchistan is to send them to other provinces in the short run--in particular, the Punjab. As the training chapter in their report will stress, in the short run, training outside the province would be most cost effective and efficient but there is a need for developing training capabilities in the province to deal with the particular climatic and other conditions which are found only in Baluchistan and quite different from conditions which exist in Punjab, Frontier and Sind.

#### Department of Livestock

As was indicated in an early study (see Appendix P), the Livestock Department of all the program agencies enjoys the best reputation. It has had several projects sponsored by donors (World Bank, Australia, West Germany, among others) and is currently negotiating with the Asian Development Bank. It has a strong professional staff at the top but suffers from some of the same manpower shortages at the extension level as affects other

program departments in Baluchistan. It also has a small para-veterinary training institute--one principal and one instructor--but the Department Secretary sees this as a stop-gap measure until and when the University of Baluchistan establishes an agricultural faculty. Currently, the Department has ten projects to improve sheep and goat production in Loralai, Zhob, and Pichin Districts, but these projects (funded by Asian Development Bank) are constrained by manpower--only one range management specialist works for the Department. Moreover, there are between 30 to 40 veterinary vacancies. There is need for the training of 10 range management specialists, 10 livestock production specialists, four animal nutrition experts, and four micro-biologists.

Department officials confirmed the fact that there is vast potential still untapped in the development of the kachhi plain (Sibi District) and lands in Kharan and Panjgur Districts (the Rakshan Valley). In the case of the latter, Department officials reported that rainfall acts as a constraint and they have concentrated their efforts in Loralai and Zhob Districts because of more rainfall. Panjgur earlier suffered from a "law and order" problem but that, according to Department officials and the DC, Panjgur has been cleared up.

Our assessment reveals that the Livestock Department is experienced, has capable manpower at the provincial level, and an organizational desire to utilize effectively external assistance. To improve the Department, certain types of training (noted later) would be required of both its technical and administrative officers. Nevertheless, if range management becomes a project theme, the Department can be utilized effectively as the administrative structure through which AID funds could be channeled with

Baluchistan Development Authority (BDA)

The BDA, as a public corporation, depends upon direct hire or deputation for its technical and managerial/administrative staff. Most of its mission has been in the area of small industries development (mining, etc.) but has recently branched out into regional resource development. One completed project in this area has been the Las Bela Ground Water Scheme--A scheme which is semi-complete with 50 tubewells installed but some still to be electrified. This scheme involves the recharging of ground water as well as the utilization of ground water for the purpose of irrigation.

It is planning a new flood irrigation scheme in Nisai--Zhub District. No donor assistance has been pledged though the World Bank is undertaking a scheme in the Nisai Basin (see Appendix K). The cost will be about \$5 million (U.S.) and involves tubewell installation so as to irrigate approximately 1,000 acres. The DBA has worked in Tribal Areas, dealing with local sardars, where land rights are vague. In this area, the attemption being to encourage settlement on the land, land and water rights are vague (see Chapter 4) but the BDA has had the backing of the Board of Revenue (GOBAL).

The BDA is an attractive provincial institution because it does not have the entrenched bureaucratic organization of the departments. However, although its top administrative/management cadre is strong, its engineering capability is suspect (see Appendix C) but this might be improved through the direct recruitment of engineers and technicians through the incentives of higher pay and benefits--similar to the scheme being proposed for the minor irrigation project being funded through the IDA/World Bank (see Appendix K and interview with Brigadier Mushtaq, Project Manager Designate).

Department of Irrigation and Power (I & P)

This Department suffers from overstaffing and lack of qualified technical personnel. It also suffers from a reputation for bribe taking since, like C & W, it gets involved in contracting. However, two schemes (one in Sibi and one in Gwadar) were constructed without contractors and the schemes seem well-designed and executed--although both suffer from delays in completion.

The Department has specific training needs in hydrological skills, surveying methods, project design, execution, monitoring, and evaluation. It is a "natural" program department for a project (such as BAD) which emphasizes surface water resource development. Any AID involvement using I & P would have to rely on external project feasibility/appraisal work since the Department's work is suspect from a technical and administrative standpoint. Nevertheless, the Department at the provincial District, and Sub-District levels does provide a source of manpower and experience in small schemes (Rs. 2-4 million or less) and might be the most appropriate, and available, provincial institution with which to work.

Department of Local Government and Rural Development (LG & RD)

In terms of employment status, the LG & RD ranks even, if not below, the Department of Agriculture. It is a haven for B.A. degree holders in the social sciences and B.Sc. graduates in engineering and agriculture that cannot find suitable alternative employment in Government. Local Government and Rural Development has had a checkered history in Pakistan to say the least. Officers in this Department do not have the status of the district administration officers (DC's, AC's, SDO's--the district management group personnel) and, at the same time, must serve both the Department and the new Local Government Council officials.

Nevertheless, these officials, especially at the district and sub-district levels, are an important link between the provincial government and the local councils. Consequently, their contracts and skills (if improved through training) could be used effectively in small scale development projects (projects under Rs. one million).

Within the Department is the Baluchistan Rural Development Academy. This Academy has also had a checkered history. Although its PC-1 had been approved approximately four years ago, it still does not have a permanent location--hopefully, land will be purchased near the Quetta airport and administrative/class room facilities and hostel will be constructed within the next few years. Since March 1982, however, its Faculty has increased from one Director to a Director plus four Faculty--a sociologist, economist, planner, and political scientist--and has engaged in limited training activities--dealing principally with elected local government counselors and LG & RD District and Sub-District staff. Interestingly, two faculty members are women--perhaps an attempt to reach rural women and incorporate their talents in rural development efforts. However, its utility for AID development efforts in Baluchistan are distinctly limited. For the long run, a well-established, functioning Academy could help to maintain development momentum but it cannot at this time.

## DISTRICT AND SUB-DISTRICT ADMINISTRATIVE STRUCTURE/INSTITUTIONAL INPUTS

The vice-regal administrative system developed by the British remains the backbone of district and sub-district administration. This system which was established to maintain law and order and collect revenue relies heavily on authoritative direction and leadership through generally appointed civil officers (deputy commissioners, assistant commissioners, and tehsildars) with the deputy commissioner at the apex. Baluchistan is divided into sixteen districts which are grouped into four divisions. Each district is headed by a deputy commissioner who reports to the divisional commissioner. The commissioner in each division is responsible for coordination--in the area of development, it is the commissioner who reviews and sends forward to P & D (GOBAL) the Annual Development Programme developed by the district councils.

The Local Bodies Scheme (promulgated in 1979) is the latest of several local government schemes that Pakistan has experimented with over the past 35 years (see Appendices M, P, and T). Although local government and rural development are provincial subjects, the Federal Ministry of Local Government and Rural Development plays a role of coordination and training. In addition, through the ADP process, the Federal Government funds a substantial portion of development activity at the provincial and local levels. Hence, local councils (in particular district councils in Baluchistan) are heavily dependent upon the Federal Government through the Provincial Government.

This chapter will examine four pertinent areas: (1) the existing legal systems in Baluchistan as a framework for local level development efforts; (2) district administration and its role in development; (3) elected local government and its role in development; and (4) the public-private sector

interface as it relates to present and potential development activities. All of the above will be discussed in connection with USAID's BADP plans.

### The Legal Systems: Land and Water Rights Issues

Although the legal systems in Baluchistan province were not part of either contractors' terms of reference, the team felt that some discussion should be included concerning them since they could have both direct and indirect impacts on proposed BADP activities. In brief, there are three legal systems operating in the province: (1) tribal customary law; (2) federal and provincial law which includes the enforcement of the frontier crime regulation; and (3) Islamic/religious law. In the settled areas, system (2) prevails, whereas systems (1) and (3) are enforced by the sardars in the predominantly nomadic or pastoral population areas. Gradually, as more of the population of Baluchistan has been settled on the land, system two has replaced systems one and three. However, the government has not revised or consolidated these systems so that settled areas such as the Bela Plain are still subject to tribal law even though most of its population wishes to leave the old pastoral economy/society.

The implications of this confused legal arrangement for development are revealed in the issues of land and water rights. They also arise in those traditional areas where the sardar is still the predominant individual--exercising more power over his people than the Deputy Commissioner or Political Agent. This confusion is in contrast to the NWFP where there are clearly democrated tribal agencies as distinct from settled districts. The approaches used by provincial departments and institutions (such as the Baluchistan Development Authority) in development

activity in certain districts might be useful for the BADP--that is, to determine the relative importance of the sardar in the area targetted for a development project as well as to work with the Provincial Board of Revenue to determine water and land rights and holdings. Therefore, the team felt that before specific districts and areas within districts are selected for BADP activities, a thorough investigation of local power/ authority structure and land records/titles be completed. These investigations, the team believes, will avoid delays and problems in execution.

#### District Administration and its Role in Development

At the district level, several officials play key roles in development. The Deputy Commissioner can be seen as a facilitator (or obstacle) to development activities in his district. All public officials in the district report to him (with the possible exception of the Martial Law Administration). He can command the representatives of the nation building departments (agriculture, livestock, irrigation and power, local government and rural development) to cooperate with AID officials in all stages of the development process. In Baluchistan in particular, the DC also plays a pivotal role in the local bodies scheme. His knowledge and experience with the local population (which varies from DC to DC) can be utilized by the Project Paper Team in the design of the BADP.

Other key district administrators are the so called representatives of the nation building departments. These include assistant directors (the official title) of agriculture, livestock, and local government and rural development) and superintending engineers or executive engineers

for I & P and C & W. These officials control the technical expertise (again, varying among districts) that can be utilized in the design and execution of BADP projects.

A distinction should also be made between and among the nation building departments in terms of project design and project execution. Departments such as Agriculture, Livestock, and Local Government and Rural Development (as well as Education and Health) are responsible for project design but Communications and Works (C & W) and Irrigation and Power (I & P) establish and enforce the technical standards for capital projects (buildings, roads, etc.) and are responsible for executing them (either directly by using their own staff/work force or through private contractors). This divided responsibility can lead to delays in execution since C & W and I & P give lower priority to projects from other departments than those they propose themselves. WAPDA, a federal public enterprise, has also been an executing agency for capital projects, principally in the area of power. (Recently, WAPDA has been given responsibilities for executing the minor irrigation scheme funded by IDA/World Bank. Consequently, WAPDA might be a possible executing agency for BADP projects in the water area.) Another institution, the Baluchistan Development Authority, is a self-contained unit which designs, funds, and executes its own projects. The World Bank considered using BDA in its minor irrigation scheme (see Appendix K) but according to Seibeck (Chief, Resident Mission, World Bank) the Bank decided against the BDA after examining its technical/engineering capabilities and its limited experience in water projects. (See also Appendix C.)

The size and technical complexity of any given development project are the criteria which determines which level (district or sub-district) and what type of institution (nation building departments versus local councils) will propose, design and execute the project. Small scale schemes in the water area, for example are carried out by sub-district I & P engineers or by district or tehsil councils which employ their own contractors or hire directly supervisors (foremen) and workers.

### Elected Local Government

The local bodies scheme was established in each province in 1979. Each province has a Local Government Act which provides for elections to the district, tehsil and union levels (in the rural areas). Although some variation among the provincial local government acts exist, they tend to follow the same broad pattern which was proposed by the Federal Ministry of Local Government and Rural Development (see Appendix M). Wide variations do exist in the revenue capacities of these councils among the provinces (i.e., Punjab and Frontier have greater revenue generating capacities than Baluchistan and are, therefore, less dependent upon provincial government and federal government grants for development activities). The system in Baluchistan is relatively weak due to the economic conditions which exist in the province. Hence, the district council in Panjgur, although having the power to raise revenue, has not done so--its principal taxing power is Octroi but the limited amount of inter-district trade by road (due to the poor conditions of the roads), severely limits this source of taxation. Further, the town committees in Baluchistan tend to preempt the revenue generating capacity of the rural district councils.

District councils in Baluchistan have engaged in very small scale development projects--water supply, flood irrigation, check dams (in the hill areas) and flood control bunds--projects so small that the nation building departments do not want to execute them. district councils have also constructed katcha roads linking villages with district katcha roads (virtually few metalled roads exist in the Baluch areas of Baluchistan); there are none in the whole Mekran division except in the major towns like Turbat, Panjgur and Gwadur.

### District Councils

The district council in the rural areas of Baluchistan is the most important and active level in the local government scheme. It is responsible for developing the Annual Development Programme for the district under the supervision of the Deputy Commissioner and the Commissioner (there have been cases where the Commissioner of Mekran Division rejected the ADP proposed by Panjgur District Council because the schemes they suggested were too small; this case was only one of two where the Commissioner refused to forward the ADP to the P & D--according to the Assistant Director, LG & RD, Panjgur District, the Commissioner threatened the Council with disestablishment and dismissal of the councillors if they did not amend their proposed ADP along the lines he indicated).

The long-term viability of the local government scheme is questioned by district councillors themselves. Some maintain that it will not last if the present Government in Islamabad is replaced by an elected Government--at least, this has been the pattern for local government schemes over the past 35 years. Some district councillors feel that the system might stand a change in Government because it is slowly establishing itself and receives

support from the people. Still other counsellors feel that the scheme is no substitute for provincial and national elected governments and the scheme itself will force national and provincial issues to this level when elections which are scheduled for 1983 are held.

### Union Councils

In Baluchistan, the union council level in the rural areas appears to be dormant. In fact, in Panjgur, the team saw a completed union council administrative building lying vacant--there were no funds or staff for this council. The union council chairmen who represent the elective element in the local bodies scheme appear to be directing their interests and energies to the district council level where they also sit instead of strengthening the union councils.

### Tehsil Councils

This level of the elected local government system is active. (But only in Baluchistan according to the Federal Minister for Local Government and Rural Development.) The team saw the results of tehsil council development activities in Kata Garhi village, Panjgur tehsil, Panjgur district in the form of surface wells, karezes, and flood control bunds. Of course, the key ingredient in all council levels is the elected official. If this individual is dynamic and interested in development, resources will be found and projects designed and executed.

### Professional/Technical Staff for Elected Local Government

As the German aid officials remarked, the Local Government and Rural Development Department is "overstaffed and underqualified." The I & P officials in Sibi, as underqualified as they may be, indicated that local

councils are not active participants in their irrigation schemes. In Panjgur, the LG & RF staff for the district council lacks technically trained personnel. In summary, the professional/technical staff for elected local government councils lack basic technical skills as well as administrative/managerial skills needed to make effective contributions to small scale local development efforts. It appears that the schemes undertaken by local councils are designed, proposed and executed in spite of its staff and personnel.

The more competent LG & RD staff are fully aware of their shortcomings. Several staff expressed interest in securing "community development" type positions with USAID in Baluchistan--an indication that their current employment is deficient in remuneration and opportunities. Working for LG & RD is a "dead-end" job only to be pursued in the absence of alternative opportunities.

This negative assessment should be balanced with some positive comments. LG & RD staff do maintain contact with district and tehsil councils and provide an information/communication function between the district administration (DC's office) and the local councils. They could also provide the same type of service with those involved in the BADP. The LG & RD at the district and sub-district levels are a resource that could be tapped for the project.

#### Public-Private Sector Interface for Development

There are private entrepreneurs in Baluchistan who are not pathans or hindus or punjabis or sindhis--but indigenous Baluch. Some are settled (in districts such as Nasirabad, Sibi, Kalat, Panjgur, and Gwadar.

Among the nomads as well, rudimentary skills developed by a continuous struggle with a harsh environment are evident. Privately developed tubewells (diesel powered), small flood control bunds, flood irrigation schemes, surface wells, karezes, irrigation channels, and katcha roads do the surface of Baluchistan. (Seen by air, the cumulative effect is impressive.) Although the team's assignment did not include, directly, scope for AID's involvement in Baluchistan through the Private Sector Mobilization Project, it appears that there is scope for AID investments in this area. The provision of machinery through subsidized credit plans (motor buses for transportation, tractors, bulldozers, wind mills, etc.) could enhance the ability of private entrepreneurs to engage in private-public cooperative efforts. Furthermore, one interesting fact is that a number of capital construction efforts in Sind, Frontier, Punjab as well as the Gulf States are being designed and executed by firms owned and supervised by Baluch or Baluch-Pathans. If incentive schemes could be developed to harness further the skilled manpower existing in the province and working outside the province, the pace of development in the province could be accelerated--and through private means.

Some comments on the Baluchistan-Gulf States connection are necessary. As documented elsewhere (see pre-PID Report), the Makran coastal area (the whole of Makran Division which extends north to Panjgur District) has had a long and extensive relationship with the Gulf States, particularly Oman. In fact, Baluch Pakistanis serving in the Oman Armed Forces are referred to by Oman officials as "Baluch" as opposed to Pakistanis and are considered to be part of the Arab world

as opposed to Southwest or South Asia. The remittances to Panjgur District alone are estimated by the D.C. there as over one crore rupees (\$10 million U.S. annually). It is not known what investments are made by the overseas workers from Panjgur--the impression is that returning overseas workers and soldiers engage in agriculture--becoming minor zamindars. At the same time, the district of Panjgur does not possess a date processing plant (one was reestablished in Turbat some 160 miles from Panjgur over katcha roads--trucks average less than 25 miles/hour on these roads) and Gwadar, which can sustain a substantial fishing industry, has no processing plant. Hence, a good portion of both fruit production and fishing is underutilized because of the absence of processing facilities and metaled roads to carry the products to the urban markets of Quetta or Karachi. Small scale, government backed agro and fishery processing plants coupled with improved roads could open up these areas and link them closely with the national economy. The Deputy Chairman of the Planning Commission, Mahbub-ul-Haq has advocated private construction of another two lanes for the super highway which links Karachi with Hyderabad. Perhaps some type of similar arrangement could be developed to metal the road going from Surab (the Quetta-Surab road is metaled) through Gidar, Besima, Nag, to Panjgur (linking these towns with Quetta), and the building of a new, metaled road from Panjgur to Karachi via Avaran and Bela (cutting the overland distance by 200 miles). Further, metaling the road from Panjgur to Turbat to Gwadar would reduce the overland travel time from the coastal towns of the Makran, opening up the area of increased intra-provincial trade and, as a side benefit perhaps, opening up the coastal

towns to tourism--a potential that has not yet been identified, let alone developed.

These development efforts could be stimulated by the public sector, with outside donor assistance, and executed through public-private sector cooperation. The team is convinced that the areas visited have significant development potential. Developing water resources, increasing agricultural production (primarily fruit production), range management and improving communications through overland transportation development are the critical elements in a comprehensive development plan for Baluchistan. However, as has been noted above, by using only public institutions, such a scheme would be hampered. Harnessing private resources and talent is essential.

## CHAPTER FIVE

### TRAINING

#### Existing Capabilities and Training Needs

One of the most visible ways in which Baluchistan's serious under-development is seen is in its lack of a sizable skilled labor force, whether in the public or the private sector. This deficiency in the province's human resources is one clear reason why the province has remained undeveloped: there simply have not been the trained people to carry out the development schemes. And often what trained people the province has been able to produce have gone elsewhere in Pakistan or abroad where it has been easier to put their training to use and where remuneration has been better and the lifestyle more comfortable.

The lack of a trained labor force in the Baluchistan stems directly from the absence of educational institutions. The province did not even have a University until the early 1970s to say nothing of research and training institutes, especially in technical fields, which are necessary to create a pool of skilled labor prepared to carry out development activities.

Baluchistan has suffered in the past on account of its lack of training institutions but things are changing now. There are a number of fledgling institutions with relevance for BADP which are struggling to establish themselves and these will be discussed later in this chapter. Before turning to these, some mention will be made of existing capabilities and training needs at the provincial and local levels:

At the provincial level, by way of example, the Departments of Irrigation (DI) and Agriculture (DA) might be focused on, as these are two of the provincial department most likely to have some involvement in BADP. DI is chiefly responsible for carrying out new schemes or rehabilitating completed schemes in water supply and irrigation. At the top of the staff structure at DI is the secretary who is assisted in Quetta by such officers as a Deputy Secretary, two Chief Engineers, two Executive Engineers, an Assistant Design Engineer and administrative staff. Below the headquarters level, the province is divided into five circles, each headed by a Superintendent Engineer. The five circles are subdivided into 14 divisions, each directed by an Executive Engineer. Below this level, DI has 150 sub-engineers, 79 technicians and other technical and support staff.<sup>1/</sup>

Despite these numbers of trained staff, DI has limited capabilities in several areas. Due to lack of funds, DI does not carry out investigations and planning of new schemes. Also DI has little capacity for engineering design of new schemes; this is most often left to local contractors who construct the civil works of the schemes. It is generally felt that there is considerable scope at DI for improving design, construction and maintenance of irrigation works.

With respect to Department of Agriculture, a directorate of the department, the Directorate of Agricultural Extension (DAE) might be looked at as it would be this unit that may well have some involvement with BADP.

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<sup>1/</sup> This information is taken from the World Bank's Staff Appraisal Report: Baluchistan Minor Irrigation and Agricultural Development Report, April 13, 1982, p. 9.

DAE as well as carrying out the province's extension services, namely the procurement and distribution of agricultural inputs, is also responsible for on-farm water distribution and management. In order to strengthen this latter activity, an OFWM Directorate has been created (on paper) as part of DAE.

Regarding the staff structure of DAE, it is headed by a Director who reports to the Secretary of Agriculture. At the Division level there are Deputy Directors of Agriculture, Extra Assistant Directors at the District level and Agricultural Officers (AO) and Assistant Officers as well as Field Assistants (FA) and Crop Reporters at the Tehsil level. Each AO supervises about 5 FAs and each FA is responsible to provide services for an area from 3 to 4,000 hectares.

The consensus is that given Baluchistan's budgetary constraints and low levels of agricultural production, the province has less than adequate services in extension and beyond that in such areas as research, credit, input supply and marketing. One of the main reasons is lack of trained staff through the Agricultural Training Institute (ATI) is being established in Quetta to address this need. (More about ATI below.)

Thus, provincial level departments do have trained staff to carry out the activities they are responsible for but they are limited in doing as much as they could because they do not have the full complement of trained staff they require. In addition, lack of staff means the projects are not executed as well as they should be from a technical point of view nor are as many projects undertaken as there is demand for them by the people in the districts.

At the local level, the focus of development activities is on the district local councils (DLC) which combine elected officials from the union council level and line department staff, mainly from LG & RD. The development purpose of the DLCs is to undertake relatively small development schemes in such areas as roads, water supply schemes and construction of primary and middle schools and basic health units.

The line departments have been instructed to provide advice and expertise to the DLCs if needed in executing local development schemes. But at times that expertise and experience is not available because with a lack of trained personnel, the line departments can not fill all the district slots with qualified officers. For instance, in Panjgur the only departments that were represented by district level officers (i.e., Assistant Directors or Executive Engineers) were the Agriculture and Local Government departments. Others had lower ranking officers such as SDOs in Communication & Works and in Irrigation.

There is also a need for trained staff on the elective side of the DLCs. This is being provided to the Chairmen of the DLCs who have attended seminars in Islamabad (at the National Centre for Rural Development) and in Quetta (at the Rural Development Academy) and given instruction in the planning, execution and evaluation of development schemes. In addition they visit field sites where development activities are going on to give them an idea of how it is done elsewhere. There needs also to be training for the other local councillors elected to the DLCs and it is expected that this will come about once the scheme is

According to the Assistant Director for LG & RD in Panjgur the chief weakness in training is the lack of understanding on the part of the DLC chairman because of language difficulties. The instruction is in Urdu but a number from Baluchistan have difficulty comprehending the material. The problem is alleviated somewhat by the Assistant Directors acting as interpreters though this arrangement gives these government officers the upper hand. They also have access to the LG manual in order to clarify points and this strengthens their position further.

Thus at the local level there is a need for training on both sides of the DLCs, the elective as well as the appointed. Until this takes place it is unlikely that the DLCs will be able to undertake a wide variety of good quality local development schemes.

Available Modes of Training Delivery/Training Program Costs  
Within the Province

Within the province of Baluchistan there are a number of institutes or units that are presently being established which are envisioned to provide training in the fields of agriculture (fruit production and OFWM), livestock, range management, water development and local council development activity. But virtually all of these institutes are in their initial stages and have yet to be fully established and to reach their full potential. It is debatable whether any of them at this stage represent a suitable training site for BADP project activities, at least in the early stages of the project. These institutes include:

### Agricultural Training Institute (ATI)

✓ ATI, funded by a World Bank project to train Field Assistants, ~~it~~ has yet to have a physical plant completed (est. late 1983). ATI has eight sanctioned staff but only two are on the job; the Principal explained it was difficult to recruit staff when field jobs which come with a jeep, more authority and budget input prove to be more desirable and prestigious. In order to attract staff the Principal said it would be necessary to offer extra pay and free accommodations. He was also hopeful that the revision of service rules in the province currently going on would result in better positions for ATI staff.

In October 1982, ATI held its first classes. The quota is for 50 but only 20 enrolled. The course is for two years with a diploma at the end; students enter with a FSc qualification.

The courses taught are in eight subjects: animal husbandry, Islam - Pakistan Studies, horticulture, agronomy, plant protection, agricultural extension, farm mechanization and farm organization. There are also plans to add a course in OFWM and some of the basic sciences are taught (i.e., botany, physics) by being integrated into the other courses.

ATI has been weakened by a struggle going on between the Agriculture and Livestock Departments for control of ATI; as a result it has been difficult to get anyone from the Livestock Department to come and teach animal husbandry at ATI.

### Rural Development Academy (RDA)

Similarly to ATI, RDA is facing site problems for its Academy; since its inception it has had at least two separate temporary sites.

But under the current ADP an allocation has been made for the purchase of 10 acres of land near the airport for the location of RDA.

RDA has recruited four staff (see p. 3- ) and has plans to add two more, one in education and one in agriculture. Adding to RDA's limitations is the fact that its own staff after they come on board have to be trained in areas they will later impart training in. UNICEF is assisting with staff training in Quetta and in addition, the staff will visit districts to study the operations of the councils. They will also visit institutes in Peshawar, Lala Musa and NIPA in Lahore over a two month period. RDA hopes that by mid January 1983, it will be in a position to offer training to local councillors and line department staff.

According to the Director, RDA has already provided refresher courses and organized a three day course for department staff of Kalat division. The focus of these courses has been on such items as preparation of ADPs, budget, taxes, and the role of law in local conciliation cases.

Present expectations are that RDA will be able to shift to its new site within two years (i.e., winter 1984) at which time it will be in a better position to provide training for BADP project activity in addition to its own training responsibilities. (See Appendix F)

#### Proposed Agricultural Faculty for the University of Baluchistan

In September 1982 the University of Baluchistan submitted a PC-1 for a proposed faculty of agriculture. The U.S. \$12 million project is scheduled to take five years to complete (1988) and will provide a site,

physical plant and equipment (including laboratories and library) and teaching and research faculty. The purpose of the faculty is to train mid and high level manpower to meet the staffing needs of the Department of Agriculture and other line departments which are expected to increase in future with the recent concentration of rural development activity in Baluchistan. A second purpose is to develop a research capability at the faculty which will design, develop and test farm technologies which are well suited to the natural resources and different ecological zones of the province. A third purpose is to disseminate these agricultural technologies to the farmers.

The 12 proposed academic departments of the Faculty are the following: Agronomy and Crop Husbandry, Entomology and Agricultural Zoology, Horticulture, Plant Breeding and Genetics, Plant Pathology and Plant Protection, Soil Sciences and Soil Conservation, Agricultural Education and Extension, Food Technology, Range Management<sup>\*</sup> and Forestry, Animal Sciences, Agricultural Engineering and Social Sciences and Humanities.

The proposed agricultural faculty is undoubtedly a good idea and once it is fully established it will do much to help develop the agricultural potential of the province. But that day is sometime off and at this stage it is not feasible to consider this faculty as a possible training resource for the Baluchistan Area Development Project, at least in the project's early stages.

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\* UB is also preparing a supplement on Range Management to go with the PC-1.

### Livestock Institute

A Para Veterinary Institute has been established at Quetta under the Livestock Department. While this institute has a sanctioned staff, there are presently only two staff at the institute, the principal and an instructor. Little is known about this institute (it was not possible to visit the site while the team was in Quetta) about the number of students, what their training is, etc. though from the title it appears the concentration is in animal diseases and control. Thus it is likely that if this Institute is to be thought of in terms of the range management component of BADP, it would need to be upgraded in staff and curriculum but to such an extent it would be difficult to justify in cost benefit terms.

### On-Farm Water Management Training Institute (OFWMTI)

This Institute is only in the planning stages at this time; indeed the Directorate for On-Farm Water Management has yet to be established on a sound basis in Baluchistan as noted above. One idea is to incorporate this institute as a department at ATI but with ATI's present problems and limitations that eventuality will not take place any time soon. The OFWM staff with whom the team met in Quetta were favorably inclined toward the idea of someday being a part of ATI; at least that it would be best to have a local institute that could impart training in OFWM which addressed the peculiar topographical and climatic conditions of Baluchistan. They agreed that for the time being the best course to follow was the one taking place, namely that candidates for training in OFWM from Baluchistan government departments are sent for training in Lahore at the training institute

there. An effort is made at Lahore, according to the staff interviewed, to provide separate classes for the Baluchistan candidates which treat such issues as problems of erosion and high flood velocities, etc. (See p. 5- for more on Lahore institute.)

#### Fruit Production Institute (FPI)

FPI is a reference to the Agricultural Research Institute (ARI) at Sariab outside Quetta. This institute which is presently the only provincial agricultural research center focuses primarily on horticultural research. This institute is currently being strengthened by the UNDP/FAO's Fruit Development Project in Baluchistan (see Appendix Q) and according to the Chairman of PARC, the institute "has become the most important center for fruit research in the country and is giving the lead in the planning of future fruit research in Pakistan" (Appendix Q, 12.27).

Though the primary focus of the institute is research, it may be possible to consider it as a training site for project activities of BADP. Apparently the RDA has used some of the space at the institute for its own activities while it awaits the completion of its new physical plant. Certainly the results of the research going on at the institute should become a part of the training material should BADP have a fruit development component.

The Project staff when asked what input USAID might have in the fruit development area said there was a great need for technical assistance and training in the production of virus-free fruit trees. They gave a rough idea of what this would entail in terms of staff and physical plant but were not able to give any idea of what costs would be for such a project component. (See further discussion in Chapter 2 on Fruit Development Project.)

### Pak-German Technical Training Program

This program has also been discussed in some detail in Chapter 2. It is being funded by the West German government and its purpose is to provide training for refugees and locals in such skill areas as mechanics welding and electrical repair. Attempts to meet Mr. Brecher, the Program Director in Quetta, were unsuccessful, hence the team's information on this program is based primarily on discussions with the West German Embassy staff in Islamabad. At present, given the scope of skills training imparted at the Center in Quetta, this program is not thought to have great relevance for likely BADP project activities unless construction activities are involved of a type that require such skills.

### Arid Zone Research Institute (AZRI)

This Institute is operated by the Pakistan Agricultural Research Council and is currently being established in Quetta. It will be primarily engaged in developing trickle irrigation for horticultural crops but there are plans for expanding its research capabilities under an IDA-supported Agricultural Research Project. A team of scientists involved with the Agricultural Education, Research and Extension Project of USAID has recently visited AZRI and their report should be consulted when it is completed as they have looked at the scope for a training component at the Institute. Due to limited time in Quetta, the team was not able to visit AZRI.

### Outside the Province

As the team began to search for suitable training institutions outside the province, again Baluchistan's relative backwardness vis-a-vis the other provinces was underscored.

#### The National Centre for Rural Development (Islamabad)

The Centre was proposed during the Bhutto period under the then Integrated Rural Development Programme (IRDP). Since the Bhutto Government had abolished elected local officials that were part of Ayub's basic democracies scheme, the centre was not conceived as a training institution for elected officials, rather it would serve the needs of civil officers serving at the Markaz level. The centre was completed during the Zia period, shortly before the government abolished the IRDP and replaced it with the local bodies scheme in 1979. With the creation of the local councils and the elections of the Fall of 1979, the centre has begun to train both the district council chairmen and the council staff (officials of the LG & RD Department serving at the local council level). The centre has recently completed its first cycle of training--a program consisting of instruction (over a three day period) in local development planning, execution and evaluation. It appears that government policy has been established to provide this limited type of training on a regular basis for elected and appointed local officials and has plans to expand training to cover elected officials other than chairmen of district councils. UNICEF is currently working with the Federal Ministry of LG & RD and will probably provide assistance in the area of local planning (see Appendix S--UNICEF study).

It might be useful to explore this centre further through USAID's independent study of the local councils which is in the planning stage (completion date in June 1983). The PID team might further explore the utility of the centre with the Federal Secretary, LG & RD, as well as the Federal Minister of LG & RD who is a strong supporter of training at this level.

#### The Forestry Institute (Peshawar)

Although this institute was not investigated during the present PID team effort, one of the team members (Dr. LaPorte) did visit the institute in February 1982. It appears that the institute has a strong staff and a training orientation. Although it is located in NWFP, it is a federally-subsidized institute which has interests in expanding its training mission to include officials from Baluchistan. This institute might be an appropriate unit to train provincial staff from livestock and agriculture for possible involvement in range management projects in connection with the BADP. The Institute was established during the Ayub period.

#### Pakistan Academy for Rural Development

The PARAD is one of the oldest training institutes in Pakistan, established during the Ayub period with assistance from USAID. It has survived the basic democracies scheme, the IRDP, and hopes to expand its mission to include the training of elected local government officials. In fact, it has run training seminars for district council chairmen from NWFP. According to its Director, the PARAD is interested in developing a regional planning component in its curriculum that might have some

utility for LG and RD officials at the district and sub-district level from Baluchistan.

#### On-Farm Water Management Training Institute (Lahore)

This Institute which is part of the Government of Punjab's Directorate of On-Farm Water Management is a relatively new institution, being created and nurtured by USAID funds through AID's On-Farm Water Management Program. It has a physical plant, farm machinery, land for practicum experience, and a faculty in place (see Appendix G ). Its Director and staff seem well motivated and trained. Its funding in part (50%) is now coming from the World Bank and it has already trained six officials from the Government of Baluchistan. The success of the On-Farm Water Management Program in the Punjab gives the institute credibility and confidence. The Director assured the team that Baluchistan officials nominated to attend the institute would be welcomed and a separate curriculum could be designed to meet the particular needs of agriculture that exist in Baluchistan. This institute is a leading contender to provide training in the short run for officials from Baluchistan. According to the principal of the OFWMI in Quetta, the Lahore Institute can and does provide training appropriate to the irrigated areas of Baluchistan (Nasirabad and parts of Sibi District).

#### On-Farm Water Management Centre (Hyderabad)

It was not possible given time constraints for the team to visit this center so that what is known about it derives from information gathered in Lahore and Quetta. The center was apparently established as a training site for a pilot project to train staff mainly in land leveling in conjunction with on-farm water management. Mr. Gill said in Lahore that the center may

have expansion plans for the future but they are not part of IDA's plan to strengthen the Institute in Lahore. Even if they do have expansion plans, he doubted if they would entail serving other provinces.

The OFWM staff in Quetta said that the staff from Baluchistan who had gone to Lahore and Hyderabad found the training received better at the Lahore Institute.

Thus given the limited scope of the center in Hyderabad and the stronger option of the Lahore Institute, it is unlikely the Hyderabad center will figure in the plans to provide for BADP's training component.

National Institute(s) of Public Administration (NIPA)  
(Lahore and Karachi)

These institutes provide in-service training (up to 25 weeks in Lahore and 20 weeks in Karachi) for middle level federal civil service officers of Grade 18 and above. These institutes admit provincial level government officers but they usually go to the Provincial Services Academy in Peshawar which is the most important training institution for provincial level employees.\* Thus this Academy rather than the NIPA(s) would be an appropriate training site for government managerial staff who have involvement with BADP project activities. This site is enhanced by its location adjacent to the Pakistan Academy for Rural Development (see above) which is an important in-service training resource for field level and middle level personnel.

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\* See Development Support Training Project Paper, pp. 13-15, Annex H.4.

### Pakistan Administrative Staff College

This college provides short-term in-service training for senior level officials of the federal service of Grade 19 and above. While the College offers such useful courses as Management and Development and Training of Trainers, its emphasis on training for senior federal civil servants brings into question its relevance and utility for the training needs of BADP. It is more likely that the training needs of managerial staff from the Baluchistan government would be better served by such an institution as the Provincial Services Academy in Peshawar.

### Agricultural University at Peshawar

While this university is newly created it is further along in being established than the proposed Faculty of Agriculture at the University of Baluchistan and thus would be a more rational choice as a training site for the needs of BADP. Furthermore, one of the components of USAID's project for Agricultural Education, Research and Extension is the strengthening of this university in Peshawar. (See Appendix L. p.4 ff.) This site would also be particularly appropriate for the Pushtuns of Baluchistan who will likely require training for BADP activities. For these reasons, the Agricultural University of Peshawar should be considered as a strong site candidate to provide for the training needs of BADP.

A word about training program costs. The various institutes that have been or are being established in Quetta are essentially in the initial stages of funding and development. To strengthen them to the level where they would usefully contribute to the training needs of BADP would require a level of funding inputs difficult to justify from a cost/benefit perspective. Hence it would be more advisable to direct BADP training funds, at least at the initial stages of the project, to strengthen already well-established or soon to be well-established such as the On-Farm Water Management Training Institute in Lahore or the Agricultural University at Peshawar which could then serve as training sites for BADP project activities.

It should be kept in mind, however, to training institute in Baluchistan after they become better established and even possibly to have training for BADP activities take place later at these institutes. This would be according to the principle that those from one's province are best trained in one's province in order to best serve one's province (and country) which, of course, is the optimum situation.

With respect to training cost figures, once one or two training sites are selected, meaningful figures can be drawn up detailing what costs would be required to upgrade or modify teaching staff and curricula in order to meet the training needs of BADP. AT a more general level, it should be helpful to keep in mind that the World Bank project for minor irrigation schemes (BADP will likely be involved with the same activity) established a total project cost figure of Rs. 382,035,000 of which Rs. 23,406,400 or 7% of the total base costs will go to technical assistance and training. (See Appendix K, p. 23, 66.)

### Role of USAID Development Support Training Project (DSTP)

This Project, to provide managerial and technical training for Pakistan's public and private sector officials and individuals, is presently in the Project Paper stage and after some revisions in language it is expected to move forward to the Agreement stage. Thus, though this project will come on line much sooner than the Baluchistan Area Development Project, it can play a complimentary or supplementary role for BADP. This can be done by identifying government officials in the Departments of Agriculture, in the Directorate of Agricultural Extension, and in the Department of Irrigation who could benefit from further training as these are likely to be the government departments with which the BADP becomes closely involved in project implementation. Another possibility would be the Department of LG & RD. In the private sector, training for DLC chairmen or farmers involved in fruit production would be appropriate. In this way, if the two projects can be made to compliment or supplement one another then the beneficial impact of both is enhanced.

### Conclusions

Based on the above discussion of institutions within and outside Baluchistan and their relevance for the training needs of BADP, the following conclusions can be drawn. Given Baluchistan's low educational levels, its currently limited training facilities and cost/benefit considerations, it makes the most sense - with the possible exception of FPI for fruit development - to have project participants go to institutions outside the province for training, at least at the beginning to middle stage of the project. Strong site candidates for technical training are the Agricultural University of Peshawar, the On-Farm Water Management Training

Institute in Lahore and possibly the Forestry Institute in Peshawar. For managerial training (for line department staff as well as elected councillors) such institutions as the National Center for Rural Development, Islamabad, the Pakistan Rural Development Academy and the Provincial Services Academy, both in Peshawar are considered to be appropriate.

During the course of project implementation, an eye should be kept on the progress of training institutes in Baluchistan so that should one or more reach a level where they can undertake beneficial training for BADP, they should become training sites for project participants. Also, there are ways the Development Support Training Project can play a complimentary/supplementary training in conjunction with BADP and these possibilities should further investigated. With respect to training program costs, once training sites are selected detailed estimates can be drawn up detailing the costs for training activities under BADP.

## CHAPTER SIX

### CONCLUSIONS AND RECOMMENDATIONS

Although all AID teams feel that their assignments are the most difficult, with the exception of the Tribal Areas Development Project, the Baluchistan Area Development Project represents the greatest challenge. The over-used cliché that Baluchistan is a neglected area for development still captures the situation as the pre-PAID and the administrative structure/training component for the PID team discovered. Development of Baluchistan is exceedingly difficult and costly. The public administrative infrastructure is weak, fragile, where it exists and there are substantial areas where its existence is only on paper. Deficiencies of trained manpower at the provincial and local level inhibit the design, implementation and evaluation of development projects.

Travel to areas in Baluchistan is extremely difficult and time consuming, not to say uncomfortable and hazardous at times. The experiences of the pre-PID team and the PID team to date amply demonstrate these facts. Nevertheless, the necessity to provide effective development assistance to Baluchistan is obvious for important political, economic and social reasons. It is the "last frontier" for Pakistan and its frontier environment and mentality provide both obstacles and opportunities.

In this concluding chapter, several issues will be discussed with the objective of providing direction for the rest of the PID team and the Project Paper team which will follow. These areas include: (1) the pre-PID and alternative strategies for development efforts in Baluchistan;

(2) the implications for USAID's BADP of other donor activities in Baluchistan; (3) specific conclusions vis-a-vis the team members' terms of reference (see Appendix A); and (4) specific guidelines for BADP project locations, types, and size.

Pre-PID and Alternative Strategies for  
Development Efforts in Baluchistan

This portion of the chapter expresses the views of one team member--Dr. Robert LaPorte, Jr. Dr. Allen Jones was a member of the pre-PID team.

Various development strategies have been proposed for USAID's BADP. These strategies came in the form of advice from those interviewed as well as those informally contacted. They may be grouped into several categories, including (1) a "shotgun" approach whereby development assistance is spread over the entire province, with small-scale project as the targets for investment; (2) a concentrated approach, with AID investment being made in one or two large-scale projects in the most developed, easily accessible districts in the province (the pathan area--Nasirabad and Quetta districts), possibly the Kacchi Plain in Sibi district); and (3) a balanced approach, which lies between approaches (1) and (2) whereby AID funds are targeted for three, possibly four projects--two in the Pathan area and two in the Baloch area--the focus being on surface water resource development, range management, and fruit production, with a secondary investment in farm-to-market roads. It is the judgement of Dr. LaPorte that strategy three is most viable and most closely related to USAID's objectives for

development in Baluchistan. It would demonstrate USAID's intention to provide development assistance to both major ethnic group areas in Baluchistan; at the same time, it would be manageable from both a monitoring and evaluation standpoint. Furthermore, the most appropriate areas might include: (1) surface water development in Sibi District (the Kacchi Plain); (2) the Kakar Khorasan area in Zhob district--range management cum surface water resource development; (3) surface water development in Panjgur and Khasan Districts (the Rakhsan river valley) for agricultural development and range management; and (4) water supply/irrigation development of the Akra river in Gwadar District. In addition, investment in farm-to-market roads could be a component of all four projects.

The Implications for USAID's BADP of Other  
Donor Activities in Baluchistan

Several donors are involved in development of Baluchistan--the West Germans (vocational education and self-help at the village level in Loralai and Mekran areas; the World Bank (Minor Irrigation Scheme in Zhob, Loralai, Khuzdar Districts), the Asian Development Bank (presently negotiating with the Livestock Department to increase dairy and meat production), the Kuwait Fund (minor irrigation--40 projects, rural electrification--300villages, and water supply schemes for Quetta city and Gadani town); the U.K. and Canadian Governments (extending the national grid from Kalat to Khuzdar and electrification projects elsewhere), among others. These activities can be seen as

complementary to a BADP which focuses upon water resource development, range management, fruit production, and rural roads. The experience of these donors should be tapped in the Project Paper design phase of the BADP. There are enough potential projects to absorb the resources of all donors in Baluchistan without risking saturation of the province with outsiders.

There is some risk that the absorptive capacity (from an administrative/management and technical aspect) will be severely tasked by additional assistance through USAID's BADP. Therefore, the Project Paper team should carefully examine the information contained in this report regarding administrative structure/institutional inputs and training needs and also consider short-term alternatives to existing provincial and local government level institutions. Even extra provincial institutions (WAPDA, for example) should be considered as possible designers and executors of BADP projects. At the same time, it is imperative that efforts should be undertaken to strengthen the administrative infrastructure of the province along the lines suggested in this report. The technical component of the PID team should try to access the technical capabilities of such institutions as I & P (especially at the district and sub-district levels), C & W (roads), district councils (roads and supplementary, small-scale water projects), and the BDA, keeping in mind a preliminary assessment made by Mr. Zahid Noor (see Appendix C).

Conclusions vis-a-vis Terms of Reference

The terms of reference are presented in Appendix A. Possible provincial and local level institutions have been identified and their capabilities assessed. One overall conclusion regarding administrative structure and existing institutional input within the province is that they are not sufficient in and of themselves to design, execute, monitor and evaluate BADP projects. USAID will have to assist in all stages, especially in the last two. None of the provincial or local level institutions surveyed in this report had effective monitoring or evaluation units (or cells). Perhaps USAID will have to contract outside the province for these skills. Further, USAID should consider using both public and private sector skills in the design and execution of BADP projects.

With respect to conclusions reached vis-a-vis the training terms of reference, it is expected that training will be a component of BADP. Personnel associated with the project in both government and outside will require managerial and technical training if successful project development is to take place. Once training sites are selected, detailed training program costs can be tabulated. The OFWM Institute in Lahore can be made an appropriate site for some of BADP's anticipated training needs at least cost investment than training sites in Baluchistan would require, including the proposed Agricultural Faculty of the University of Baluchistan. Other appropriate training sites for BADP include the Agricultural University of Peshawar, possibly the Forestry Institute, the Provincial Services Academy and the Pakistan Rural Development Academy in Peshawar and the

National Center for Rural Development in Islamabad. The ways in which the Development Support Training Project can play a complimentary/ supplementary role in conjunction with BADP should be further investigated.

### Guidelines for Project Locations, Types, Sizes

At this point in time in the PID process, some specific guidelines for project location, type and size have emerged from the work of both the pre-PID and PID teams. These include the following:

#### Regarding Location

- (1) Only those areas (districts/sub-districts) where the law and order situation is under control should be selected as sites for BADP projects. This may be a self-evident guideline but it is worth stating. The three districts visited by this team (Sibi, Panjgur, and Gwadar) fall in the category of "safe" districts;
- (2) Ethnic balance must be a factor in locating projects. The Baluch area is least developed--USAID should have a presence in this area. At the same time, there are pressing needs in the Pathan area and USAID's presence there would accelerate the integration of this area into the national economy;
- (3) Although the districts we are pinpointing have transportation problems (particularly for the execution, monitoring and evaluation phases of the project), these problems should be considered as necessary costs of assisting in the development of Baluchistan.

#### Regarding Type

- (1) It is obvious to anyone who has traveled in the province that surface and ground water development is a major if not the major

priority. Without water development, agricultural production and livestock production cannot be increased. Agriculture and livestock remains the most important segment of the province's economy and its potential development would integrate the province into the national economy. Water development, therefore, should be the major focus of BADP.

(2) Related to water development is livestock production which is dependent upon both water development and effective range management. Therefore, range management projects should be pursued.

(3) Fruit production should be the third theme of the BADP. All of the individuals contacted, including foreign advisors, promoted fruit production projects as key elements in a balanced development effort in Baluchistan.

(4) Finally, roads should be given attention. Although many local people, particularly outside Quetta Division, stress road and electricity (in some cases above water), the team realizes that the BADP should not become a roads project. However, whatever funds can be diverted to roads (possibly from the rural roads portion of USAID's portfolio) for Baluchistan, further integration of the province into the national economy could take place.

#### Regarding Size

(1) This team does not advocate investing all of BADP's funds into one or two large-scale projects. The benefits from this investment would not be as great as from investments in several projects--four projects scattered strategically throughout the province. Perhaps the PAT feeder scheme could receive some assistance (in cooperation

with other donors) but it should not be the keystone of BADP. It would be a better focus for other AID projects (i.e., Irrigation Rehabilitation, OFWM Project, etc.).

(2) Hence, medium-sized projects, with a ceiling of \$7 million each would be large enough to be noticed and would have significant effects on the areas in which they are completed. Some of these projects would have multiple benefits--improving surface water supplies for irrigation, water for livestock, water for domestic consumption, improvement of grazing lands, increases in both fruit and livestock production.

One final conclusion regarding administration and management. Perhaps the establishment of a project cell for each major project undertaken by the BADP could be a condition for USAID investment. This is the approach the World Bank is taking with its minor irrigation scheme and it is an approach worth pursuing with the Government of Baluchistan during the negotiations following the Project Paper phase. The project cell approach is basically a program approach with the purpose of overcoming some of the organizational boundaries of the established departments, forcing them to cooperate in the design and execution of the projects. The objective is completing these projects in a minimum amount of time. The project cell approach might be the most effective administrative device for accomplishing USAID's objectives.

Finally, the team felt that it was important to begin work in Baluchistan as soon as possible. A project in the Kacchi plain could be commenced early on (fiscal year 1984) while the other projects in the interior/coastal areas are being designed.

In conclusion, the team members felt that some direct contact between the USAID Mission Director and the Governor of the Province is necessary and would expedite the work of the Project Paper team. Misunderstandings regarding USAID's commitment and interest in Baluchistan could be laid to rest with this kind of high-level consultation. We might further advise that such a meeting might take place not in Quetta, but on the coast--perhaps Gwadar which can be reached by air from Karachi--where weather is not a significant factor. The Governor has indicated his interest in Gwadar by ordering the construction of a rest coast on the beach a short ride from the airport.