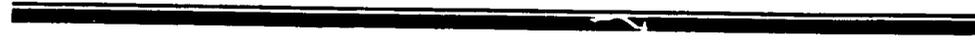
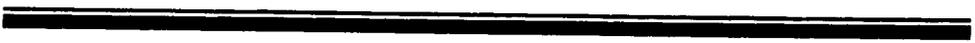


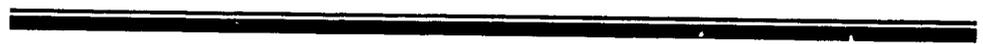
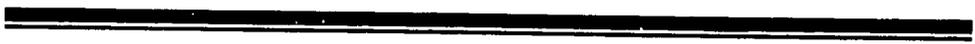
PD -AAS-737
ISN 43529



92



TIPAN  Northwest Frontier Province, Pakistan
Transformation and
Integration of the
Provincial
Agricultural
Network

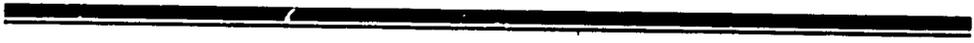


Office of International Agriculture
University of Illinois at Urbana-Champaign

003892

In collaboration with
Southern Illinois University at Carbondale

001114



0011210
S

CONSULTANT REPORT - THOMAS A. MCCOWEN

NWFP AGRICULTURAL UNIVERSITY AND
USAID ISLAMABAD

4 JANUARY - 31 JANUARY 1986

Submitted to
the Northwest Frontier Province
Agricultural University
Peshawar, NWFP, Pakistan

and

the U.S. Agency for International Development
Mission to Pakistan

A Report of Contract No. 391-0488

by
Office of International Agriculture
University of Illinois at Urbana-Champaign

C4-January 1986

15

CONSULTANT REPORT

TRAVELER: Thomas A. McCowen, Associate Director and Campus Coordinator

ITINERARY:

4 January 1986	Depart Champaign
6 January 1986	Arrive Peshawar
8 January 1986	Peshawar to Islamabad
9 January 1986	Islamabad to Peshawar
27 January 1986	Peshawar to Islamabad
30 January 1986	Depart Islamabad
31 January 1986	Arrive Champaign

PURPOSE: Administrative TDY to work on a wide range of activities related to the implementation of the TIPAN project.

OBJECTIVES:

1. Review program plans for 1986 and advise where modifications appear to be necessary to conform to Phase I objectives.
2. Make recommendations regarding:
 - a. Establishment of a Purchasing Office
 - b. Establishment of a receiving and stores operation
 - c. Development of an inventory control system
 - d. Development of training programs for the operation of the units described in a-c above
3. Review field office operations to facilitate the flow of information for report preparation, commodity procurement and staffing of technical assistance requirements.
4. Suggest approaches to articulating technical assistance and training needs of the research system.
5. Review home campus procedures especially those for selection of short-term technical assistance specialists and for equipment procurement.
6. Have general project discussions with TIPAN team and USAID/ARD staff.

PRINCIPAL ACTIVITIES/ACCOMPLISHMENTS:

Each of the objectives was addressed, and varying levels of progress are summarized below:

1. Work Plan - The annual work plan for CY-86 was carefully reviewed. The team updates the plan each quarter so that a full year of future activity is scheduled. The elements of the work plan are consistent with the Design Team report and the Project Paper. The plan is set forth in matrix form, by tasks to be addressed and provides a concise guide for the year. It is an ambitious plan for a small team. The narrative statements for each objective and quarter sound deceptively simple but in the aggregate and under existing operating conditions team members will have to work to their full capacity to meet the goals they have set for themselves.
2. Procurement - With considerable assistance from Dr. Cragle, Assistant Director of Finance Farzand Ali Jan and other team members, a broad plan for the purchase receipt, distribution and accountability of TIPAN procured commodities was developed. Existing practices of the Agricultural University, UIUC and USAID/Islamabad were reviewed to develop recommendations for the establishment of a central purchasing unit at the Agricultural University.

Such a unit is an intermediate range goal of the Vice-Chancellor. At present he is reluctant to establish a central unit. He is implementating a program of decentralized administrative authority among faculty deans, moving to expand

their responsibilities and strengthen their authority. For example, he has transferred budget authority to the deans and has directed department chairmen to route their requests for commodities through the deans. He feels that some time will be needed to consolidate this authority. He feels also that there are neither adequate physical facilities nor personnel currently available to further centralize procurement activity.

The program developed is an interim measure to meet the operational and contractual requirements for TIPAN procured goods. It will be operated parallel to the Agricultural University system and can serve as a basis for development of a central procurement unit at some future date. The program is detailed in Appendix A.

3. Office Operations - The TIPAN support office is reasonably well-organized for the size of the expatriate team. It will have to be enlarged, however, in the next several months to adequately support additional TDY staff and to move into a computer based system of accounts, procurement and inventory control. Dr. Rodda is actively seeking one or more local hire staff with computer experience.

The administrative assistant, Mr. Qaisir, is a graduate accountant with some organizational skill. At present, he must handle many routine matters that junior level clerical personnel could do. As the office develops and additional support personnel are added the administrative assistant will be able to concentrate on managerial and professional goals.

The TIPAN accounts appear to be reasonably well maintained and

are currently recorded by hand. To better keep UIUC currently informed on the operation of the local currency account TIPAN/Peshawar will forward copies of replenishment vouchers submitted semi-monthly to USAID/Islamabad. This will provide up-to-date expenditure information on a line item basis consistent with the TIPAN contract format. Each month TIPAN/Peshawar will forward a copy of the check register recording draw downs on the Rupee account maintained at Habib Bank. Periodically, as they are issued, TIPAN/Peshawar will send copies of statements of account issued by Habib Bank. Parenthetically it should be noted that since the establishment of the local currency account with Habib Bank in March 1985 only one statement has been issued, and that in November of 1985. Thus the check register will be the primary record for disbursement of local currency.

4. Technical Assistance and Training Needs of the Merged Research System - The Design Team of 1983 concentrated on the immediate and longer range requirements of the NWFP Agricultural University, and thoroughly examined development issues and alternatives. The Odell-Gustafsson mission to review the needs of the NWFP research division, conducted in the fall of 1983, could address only larger issues relating to the desirability and feasibility of the merger of crops and livestock research activities with the Agricultural University. Because of size and time constraints, it could not conduct as thorough analysis of technical assistance and training needs as had been done for the Agricultural University. Nonetheless broad recommendations on technical assistance,

training and equipment needs were developed that could serve as a basis for detailed planning.

Dr. Cragle has taken the lead with Mr. Marion in initiating a process to identify the commodity needs of the research system. A similar process should be initiated to identify the technical assistance and training requirements using as a basis the sections on personnel upgrading and technical assistance in the TIPAN project paper.

5. Home Campus Procedures - There were no specific issues of concern to the team or administrative assistant. The composition of the home office staff and activities of the Project Work Group and Faculty Liaison Groups were included in a seminar presented on 25 January entitled, "Institutionalization of the TIPAN Project".

6. General Discussions -

A. TIPAN Team - The team gathers informally for coffee each morning, at least those who are on campus, and has a scheduled staff meeting each Saturday morning. From these gatherings and the daily team interactions one senses that the team has a collective sense of direction compatible with individual goals. Dr. Rodda keeps the team well informed on his interactions with Maurice Fleming, USAID Project Officer. Team members share their thoughts freely and helpful advice and assistance is willingly given.

My discussions with Dr. Rodda were wide ranging with the majority devoted to administrative and operational matters. Dr. Cragle and I spent a considerable amount of time on procurement

issues. He responded positively to suggestions from Karen Russon regarding identification of commodity lists and is working to provide greater detail in equipment specifications. Dr. Seiders briefed me on plans to initiate impact projects on a number of small farms in cooperation with PARC and CIMMYT staff based in Islamabad. These projects will focus on demonstrating how to improve yields of selected major crops, initially maize and wheat, combining given technology and assured inputs with emphasis on good management. Mr. Marion shared his recommendations for the eventual location of Animal Husbandry facilities in the northwest quadrant of the University farm, on high ground that is not easily irrigated. Dr. Waananen was generous of his time in explaining the myriad of separate activities getting underway that, in time, will contribute to the development of a superior instructional program for the Agricultural University.

B. Skidmore, Owings and Merrill - Representatives of the Denver office of SOM visited Peshawar twice to brief Agricultural University faculty, the team and USAID on current plans for space allocation. There was good interaction with deans and department chairmen and, after considerable discussion, a reasonable level of understanding of the opportunity and limitations of the construction program exists. There still remains the possibility of additional donor support in Phase I to construct major academic buildings. When a decision on this may be reached is not clear. Dr. Rodda has suggested to the Vice-Chancellor that groups be formed along faculty lines to further consider and refine space

needs for new construction. Dr. Waananen will lead a survey of existing classroom space and requirements for additional classrooms in Phase I construction.

C. Agricultural University Staff - Several discussions were held with the Vice-Chancellor and Senior Staff, some in conjunction with activities reported above. These exchanges covered a wide range of issues. Among the highlights:

1. Deans have been delegated wider program authority especially over budget.
2. An inter-disciplinary committee has been formed to study and recommend improvements in the teaching program and student research.
3. For the TIPAN project the Agricultural University has changed the policy on "study leave". Participants deputed for training under TIPAN will be considered to be on duty status for the length of their program. Time in Pakistan for in-country research will be protected.
4. Faculty no longer have to serve three years before proceeding for training at full pay. They must, however, serve at least one year in the system and be confirmed on permanent status to be eligible.
5. A new ordinance relating to transfer of research personnel and budget has been drafted and reviewed. A summary paper has been circulated among several NWFP departments including agriculture, legal personnel, education, etc. and all have signed as having no objection to the merger.

In early February the Vice-Chancellor and Director of Research will confer on operational details of the merger.

6. A space use committee will be formed to recommend space assignments/utilization during the Phase I construction. Dr. Cragle will work with the committee that will be headed by the Registrar and Director of Works.
7. Individuals have been named to the directorates of teaching and research. They are Hafiz Inayatullah and Mohammad Siddiq, respectively. In addition, Iqbal Shah has been named Associate Director of Research. The Agricultural University intends to enter into a nation wide search to fill the position of Director of Outreach.

D. USAID - Maurice Fleming, USAID Project Officer, continues to be highly supportive of the team and their planned activities. He is increasingly supportive of the use of TIPAN funds to procure locally supplied items for which parts and service availability give them comparative advantage over imported products. Several U.S. manufacturers, ranging from office machines to scientific equipment, have authorized sales and service organizations in Pakistan. Mr. Fleming's cooperation in authorizing local purchases saves time and other resources and allows program needs to be met on a more timely basis.

Separate discussions were held with Mr. Fleming and the Vice-Chancellor on USAID program funds that are available for general budget support to the Agricultural University. Of the half dozen categories of general budget support mentioned in Project

Implementation Letter Number 3, one relating to new buildings constructed in Phase I will probably not be utilized in view of the current construction schedule. Another relating to supplementary support for personnel seconded from the PARC manpower pool may or may not be used, as the pool is currently "dry". Salaries of newly hired staff, seminars and conferences, miscellaneous operating supplies, and general utilities costs seem to be the areas of greatest potential.

With the impending transfer of the research budget, the opportunity may now exist to develop an integrated institutional budget that can be presented for Federal, Provincial and USAID review and areas of financial support from each defined. Dr. Rodda, the Vice-Chancellor, the Director of Research, the Director of Finance and others should meet with Mr. Fleming at the earliest possible date to clarify the USAID position on the budgeting and use of operational support funds.

Discussions were held in USAID/Islamabad at the beginning and end of the assignment regarding the proposed subcontract with TelData Incorporated to procure and install the telecommunications system recommended in the Design Team Report and the Project Paper. Other issues aside, a primary constraint was uncertainty as to whether or not GOP would allow the importation of telecommunications equipment. Mr. Fleming had made several attempts to meet with the Director of Pakistan Telephone and Telegraph to address the question. It is my understanding that this has been favorably resolved.

Maurice Fleming arranged a primary meeting with the Contracting Officer James Politte and Procurement Specialist Tony Bilechky, to discuss the procurement and installation of the telecommunications system for the Agricultural University. Within the authority retained in our contract, USAID does not approve the subcontract with TelData. In our discussions we agreed on the following points:

1. The sole bid received from TelData Corporation will be rejected. The basis is unacceptability to USAID.
2. The University of Illinois will issue an advertisement for telecommunications hardware only and will make an award. This will be done using our approved procurement program.
3. Following the award for hardware the University of Illinois will issue an advertisement for installation and training services.
4. Copies of all documents pertinent to (2) and (3) will be sent to Mr. Politte as they are issued to keep the Contract Office currently informed.

Although this will result in a delay in a major planned Phase I improvement, the process should remove any reservations about the open competition issue.

RECOMMENDATIONS

1. The Agricultural University should develop a policy statement on support of in-country thesis research of TIPAN participants. This statement should clarify the participants status as being on duty rather than on study leave and should make clear that their time

for thesis research in Pakistan will be protected, that is, they will not be expected to assume additional duties such as teaching or administration, while they are engaged in their research. The statement should also include information on travel and daily allowance policy for participants who need to be away from campus, and some policy on housing arrangements, or allowance in lieu of housing, for those participants who do their research at off campus locations such as research stations or substations. It should also clarify the Agricultural University intention, and procedures, to provide the necessary resources, i.e., labor, equipment, transportation, etc., to conduct the in-country research.

2. Dr. Rodda should arrange a meeting with the Vice-Chancellor and Mr. Fleming to clarify USAID's position on funds for general budget support. Following this an integrated "deficit" budget should be prepared clearly identifying those short falls in Agricultural University financing by federal and provincial authorities that can be supplemented by direct USAID support. Project Implementation Letter Number 3 should serve as a guide for these discussions.
3. Persons appointed to positions of Director of Teaching, Research, Outreach and Pro Vice-Chancellor should be released from other duties to permit them to spend full-time in these key administrative posts.
4. The Management Advisory Group, described in the project paper and chaired by the USAID Project Officer and the Vice-Chancellor,

should be activated. The group should begin to consider plans for the first annual review which might take place in the fall of 1986.

5. TIPAN staff on short and long-term assignments should participate in the recently inaugurated TIPAN seminar series. Every TDY staff member should be scheduled to give at least one general seminar to the faculty and Agricultural University faculty members should also be encouraged to participate.
6. The process of upgrading the team annual work plan each quarter to provide a rolling one-year guideline should continue. Appropriate interventions needed to bring about policy reforms to reach work plan goals should be highlighted.

ACKNOWLEDGEMENTS

My thanks and appreciation go to the TIPAN team members, all of whom gave generously of their time in discussing their activities. The social contact with the team and their wives made the assignment much more pleasant.

Maurice Fleming was the catalyst through which a major subcontracting issue was resolved.

Finally, my appreciation to our several Agricultural University friends and colleagues for their willingness to talk about TIPAN collaboration at the drop of a hat and for extending, as they have often in the past, the traditional Pathan hospitality.

Considerations for Purchase, Receipt, Distribution and Accountability
of TIPAN Procured Commodities

Problem

The TIPAN Project will provide a considerable amount of books, supplies, and equipment to support the expanded mission of the Agricultural University. The purchase, receipt, distribution and accountability of these goods must be carefully coordinated and, eventually, integrated into a central procurement unit to be established by Agricultural University.

Review of Current Practice

The Agricultural University procurement system is largely decentralized. Procurements of most equipment, materials and supplies are done by department chairmen through a tendering process. Books are purchased by the Librarian from requests forwarded by department chairmen. Some basic office supplies and furniture are procured centrally by the Director of Finance. Central storage facilities are extremely limited and are located in space scheduled to be demolished during the first phase of the construction program.

TIPAN commodities are procured internationally, through the Purchasing Division of the University of Illinois, and locally, through the procurement section of USAID/Islamabad. Responsibility for coordinating TIPAN procurement activities at the Agricultural University has been assigned to Dr. Ray Cragle, Research Program Specialist. Mr. Farzand Ali Jan, Assistant Director (Finance), has been designated as the Agricultural University officer responsible for the receipt, distribution and accountability for TIPAN furnished commodities.

At this time, the Vice Chancellor is moving to expand the responsibilities, and strengthen the authority, of deans of faculties. He has transferred budget authority to the deans and has directed department chairmen to route their requests for commodities through the deans. He feels that some time will be needed to consolidate this authority, and that neither adequate facilities nor personnel are currently available to further centralize the procurement process.

The Vice Chancellor has set a longer range goal to establish a central purchasing unit for the Agricultural University. This unit will serve all faculties and will relieve deans and department chairmen and staff of most of the time consuming task of obtaining materials to support faculty programs of teaching and research on an "as needed" basis.

Recommendation

Develop and implement an interim program for the receipt, distribution and accountability for TIPAN commodities parallel to the current Agricultural University system than can serve as the basis for a centralized purchasing system at some future date.

Elements of the Interim Program.

1. Designate parties responsible for incoming TIPAN commodities.
(This has already been done. For TIPAN, Mr. Qaiser - Administrative Assistant; for Agricultural University, Mr. Farzand Ali Jan - Assistant Director Finance.)
2. For goods purchased internationally by UIUC Purchasing Division:
 - a) Copy of UIUC Purchase Order or Stores Voucher (UIUC samples attached, Exhibit I) is sent to Team Leader by UIUC at the time order is placed with a vendor. Copies are made by Team Leader for AD Finance. (This is supplementary to paperwork that normally accompanies shipment of goods.)
 - b) Information is forwarded to Team Leader by UIUC at time of shipment, including airway bill or ocean bill of lading, description of shipment, copy of purchase order, etc.
 - c) Incoming shipment is cleared by USAID (Karachi or Islamabad) and notification is forwarded to Team Leader. Receiving officers are notified by Team Leader.
 - d) Shipment is delivered to Agricultural University central receiving section stores officer. He issues delivery receipt (UIUC sample attached, Exhibit II*) and notifies TIPAN office.
 - e) TIPAN Administrative Assistant and representative from receiving unit, if available, will inspect shipment and complete receiving report, noting damage, short shipment, wrong items, etc.
 - f) Unit for which goods are ordered collects goods and signs receipt retained by stores officer with his copy of receiving report.
 - g) Defective/damaged items identified in (e) above are noted by inspectors (see (e) above) for reporting to vendor for appropriate adjustment/action.
 - h) Photocopy of completed receiving report is sent to TIPAN/UIUC by Team Leader where information is entered into computer and receiving report is forwarded by TIPAN/UIUC to Purchasing Division. Items not shipped will be back-ordered and claims against damaged items will be made.

* See back page.

3. For goods purchased locally through USAID/Islamabad:
 - a) Copy of Government Purchase Order given to Team Leader by USAID Officer when issued to vender. Copy made for Assistant Director (Finance) by Team Leader.
 - b) Goods are delivered to Agricultural University central receiving section stores officer. He issues delivery receipt as in 2-d above.
 - c) TIPAN Administrative Assistant and representative of receiving unit, if available, will inspect shipment and complete USAID receiving and inspection report (USAID sample attached - Exhibit III) noting damage, short shipment, wrong items, etc.
 - d) Unit for which goods are ordered collects goods and signs receipt retained by stores officer with his copy of purchase order/receiving report.
 - e) Defective/damaged items identified in (c) above, are returned to vendor for appropriate adjustment/action.
 - f) Photocopy of USAID receiving and inspection report forwarded by Team Leader to TIPAN/UIUC where information is entered into computer.

Inventory Control

Each item on non-expendable equipment procured with TIPAN funds, including text and reference books, will be affixed with an appropriately sized AID symbol sticker, issued by the TIPAN Administrative Assistant.

Each item of non-expendable equipment, excluding text and reference books, will be assigned an inventory control number by the TIPAN Administrative Assistant. Inventory numbers will be affixed to the item and recorded in both the TIPAN and Assistant Director (Finance) offices.

Periodic inspections will be made of all units having TIPAN-purchased inventory equipment and physical presence and condition of the equipment will be verified. Inspection may be made by TIPAN or Finance personnel. Inventoried equipment found to be missing or in non-operable condition will be reported promptly to TIPAN and Finance offices. Inspection may be conducted at any time; but not less than annually.

Preparation for Central Purchasing Unit

Within a year of implementation of the interim program described above, a procurement specialist from UIUC will be requested to serve a four to six week TDY to develop an integrated central procurement system for the Agricultural University and recommend in-country training program for staff devel-

Cont'd . . .

- 4 -

opment that will utilize computer resources made available for administrative support by the TIPAN Project.

- * This sample should be modified to reflect local delivery services, i.e. omit references to UPS, etc., but indicate whether deliverer is USAID, vendor or private hauler.